

Mare Island Final Reuse Plan



Volume I Executive Summary

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Mare Island Final Reuse Plan

Volume I Executive Summary

City of Vallejo

July 1994

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shown that protracted planning processes result in lengthy delays that result in little or no success. It is the vision of the Plan to result in a model of a successful and timely conversion and reuse that will be an asset to Vallejo and the communities which have an economic and emotional stake in Mare Island.

The actions contained in the Final Reuse Plan for the immediate future and the first 5-10 years beyond the Navy's departure focus exclusively on realizing near-term opportunities for job creation, use of Mare Island's existing recreation and housing facilities and preparing the Island for its long-term role in the community.

While an immediate and sustained emphasis on job creation and economic redevelopment of the Island is certainly the City's primary emphasis, a long-term vision of Mare Island as a new neighborhood of Vallejo must also be articulated.

Mare Island offers major developed facilities and opportunities for new development to serve the educational, residential and institutional needs of the City and the region. It contains some of the most significant historic, open space, and biological habitat resources in the region.

In the long term, Mare Island will become a vibrant, balanced new neighborhood of Vallejo, offering places to work, shop, live, and enjoy. It will showcase the tremendous historic resources present on the Island and offer an Island-wide open space and recreational network to serve both Island employees and residents and the surrounding area. Access to and transportation on the Island will reflect the overall balance sought for the neighborhood as a whole; vehicular access will be supplemented by transit connections (e.g. bus, ferry, rail) and provision of Island-wide bicycle and pedestrian networks. New civic, historic, educational, and cultural centers will become the focus of Island life and activity. Mare Island will become a most sought-after place to locate a business, to live, and to visit for recreational activities.

The Final Reuse Plan sets the foundation for achievement of this long-term vision for Mare Island. It will be the blueprint for Mare Island's reuse into the 21st century. Looking into this future will be an exciting part of the reuse process. Vallejo and the region have been presented a wonderful opportunity to develop a community that will provide facilities and services never before anticipated. It is an opportunity to create a vision for our children and grandchildren's jobs, homes, stores, parks, and to ensure they enjoy a high quality of life on Mare Island.

1.2 REUSE PROCESS

Organization

The Defense Base Realignment and Closure Commission (BRAC) recommended the closure of Mare Island in its June 1993 report to President Clinton. The President accepted the BRAC recommendations in July 1993, and Congress confirmed the closure in October 1993. The Navy is scheduled to complete all its shipyard work by the spring of 1995 and close the base in the spring of 1996.

Once the President announced his acceptance of the BRAC recommendations, the City of Vallejo and other communities affected by the closure focused their attention on developing and implementing a successful conversion process. This process is known as the Mare Island Futures Project ("Project"). It is the goal of this Project to become a national model for successful conversion of a military facility.

Two groups with broad regional representation have been created to guide the City of Vallejo's reuse efforts—the Mare Island Futures Legislative Committee ("Legislative Committee") and the Mare Island Futures Work Group ("Work Group"). The goals of these groups are to:

- Develop and implement an expeditious reuse process with political and legislative support that results in Mare Island being an economic asset for Vallejo and the rest of Solano County, Napa County, and the Bay Area.
- Develop a reuse process that identifies the following: immediate steps to address the needs for those impacted by closure; mid-term steps for securing interim uses for existing facilities which are ready for reuse; and long term steps for identifying uses for the entire site.

The Legislative Committee has representation from local, state, and federal elected officials. Its mission is to insure that federal, state, and local legislative issues affecting the conversion of Mare Island are addressed in a timely and efficient manner.

The Work Group has 52 members and is made up of representatives of labor, business, governmental, educational, environmental organizations, and private citizens with interests in the reuse of Mare Island. The Work Group has the responsibility for the development of the Final Reuse Plan. The first task was to develop the following reuse goals through community input:

- Create jobs and other economic development opportunities to sustain and improve the economic conditions in Vallejo, the rest of Solano

County, Napa County, and the greater San Francisco Bay Area into the 21st century.

- Create a self-sustaining and multi-use community that is unified under a common design theme with a balance of industrial, office, commercial, residential, educational, recreation, cultural, and open space uses that will meet the needs of future generations.
- Preserve and enhance the history of Mare Island as an integral part of the reuse.
- Use a variety of innovative economic development tools, including public-private partnerships and domestic-international partnerships, for marketing, financing, and acquisition.
- Ensure that those impacted by closure are provided retraining and educational opportunities for careers that are high paying and highly skilled.
- Ensure that the human services needed by those impacted by downsizing and closure are easily accessible and available.

These goals then became the basis for the development of the Conceptual Reuse Plan which was completed in November 1993. The City Council approved this Conceptual Reuse Plan on December 7, 1993. The Work Group began the preparation of the Final Reuse Plan immediately following this Council approval with assistance from three sources. The first was from an Advisory Panel from the Urban Land Institute ("ULI") based in Washington, D.C. A group of nine real estate and land use professionals with experience in base closures analyzed the opportunities and constraints on Mare Island, and made recommendations to the City regarding reuse.

The second source of assistance was from three consulting teams led by the following firms: EDAW, Inc. for infrastructure, transportation, and land use planning studies; Bay Area Economics and Economic and Planning Systems for market feasibility studies and fiscal analysis; and Harder Kibbe for human services studies.

Finally, the Work Group has also been assisted by five resource groups and two Navy committees made up primarily of citizens with special interests in various aspects of Mare Island. The resources groups are: Human Services; Retraining; Employment Development; Educational Facilities; Recreation, and Open Space, and Arts. The two Navy committees are Historic Preservation and Archaeological and the Restoration Advisory Board. The findings and recommendations from these groups were considered by the Work Group in the development of the Final Reuse Plan.

An organization chart of the Project is included with this Plan as Attachment 1.1. A current membership list of the Legislative Committee and the Work Group is Attachment 1.2. A list of the City's consultant team is Attachment 1.3. The ULI report is Attachment 5.0. The reports of the Resource Groups are within Attachment 6.0. Attachments can be found in Volume III of this Plan.

Community Input

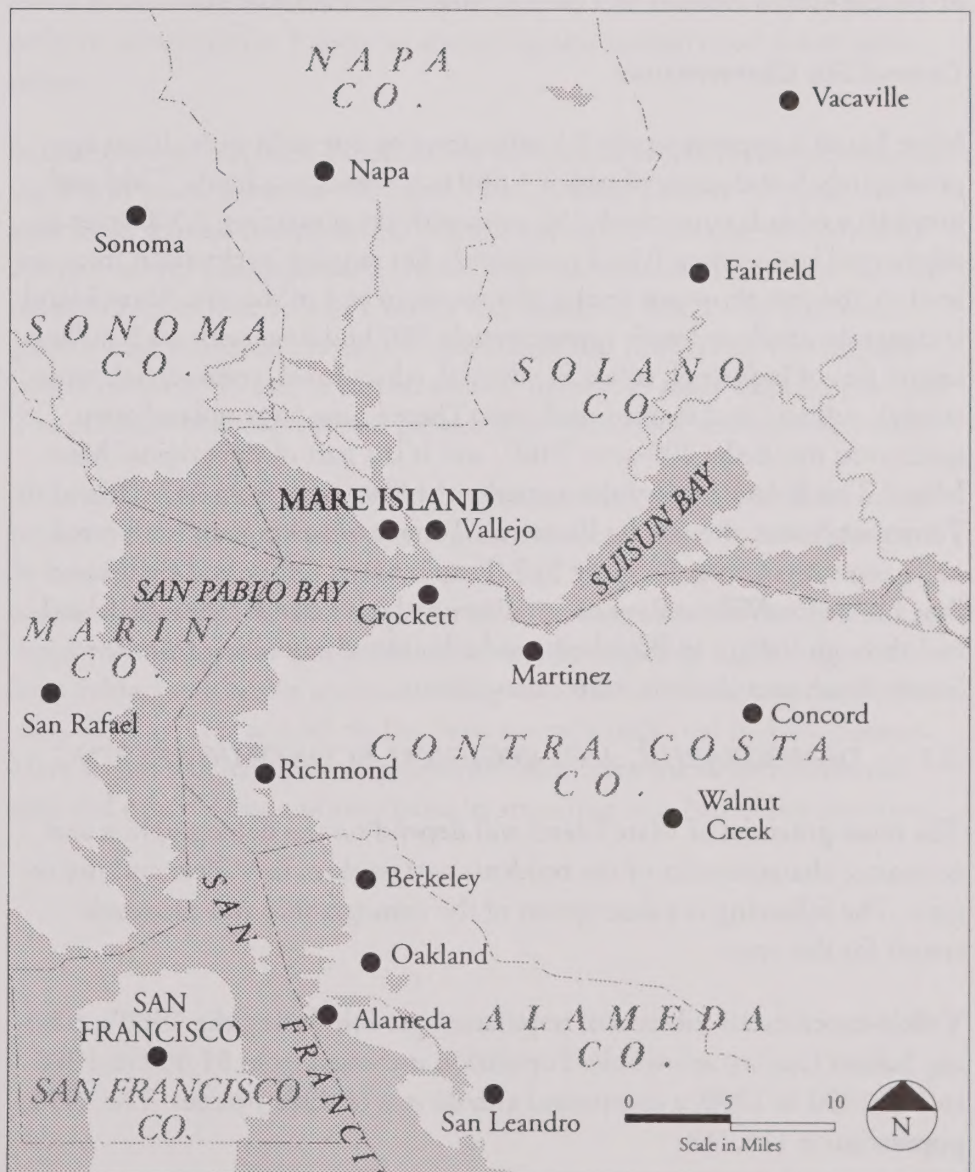
An important component of the reuse planning process was the commitment of the City and the Project to make the process open and accessible to the public. This was accomplished through a number of methods. All meetings of the Work Group, Legislative Committee, and Resource Groups were open to the public. The membership of the Work Group was reflective of the labor, business, governmental, educational, and environmental communities in Vallejo, the rest of Solano County, and Napa County. Legislative Committee, Work Group, and Resource Group meetings were advertised on the local television channel and in the local newspaper. Participation in the Resource Groups was open to anyone who wanted to contribute time and ideas. A number of community forums were led by a trained facilitator to receive and record input from the public on the draft Conceptual and Final Reuse Plans. Some of these meetings were broadcast on the local television channel. Finally, all materials—reports, videos, and other informational items—were available to the public. The product of this commitment is a Final Reuse Plan which reflects input from the community.

2.0 REGIONAL AND ECONOMIC SETTING

2.1 RELATIONSHIP OF MARE ISLAND'S PHYSICAL SETTING AND LOCATION WITH VALLEJO AND THE REST OF THE BAY AREA

Regional Location

Mare Island is located on the western edge of the City of Vallejo in southwestern Solano County in Northern California. It is approximately 30 miles northeast of San Francisco in the North Bay subregion of the San Francisco Bay Area, and approximately 60 miles from Sacramento, California's state capital. Mare Island is within easy travel distance of the



Regional Location Map

major cities within Solano County (Benicia, Fairfield, and Vacaville), and adjoining Napa County (American Canyon and Napa), Contra Costa (Concord, Martinez, and Richmond), Sonoma (Santa Rosa and Petaluma), and Marin (San Rafael and Novato).

Local Setting

Mare Island is located between Mare Island Strait (part of the Napa River) on the east, San Pablo Bay on the west, Carquinez Strait on the south, and the Napa Marsh, Route 37 and the San Pablo Bay National Wildlife Refuge on the north. The entire site lies within the incorporated boundaries of the City of Vallejo. The two points of access are from State Route 37, the primary route across the North Bay connecting U.S. Route 101 and Interstate 80, and across the Mare Island Causeway from Tennessee Street, one of Vallejo's main arterials and connections from Interstate 80.

General Site Characteristics

Mare Island is approximately 3.5 miles long by one mile wide. It has approximately 5,460 acres, of which 1,650 acres are dry uplands. Tidal and nontidal wetlands comprise 1,450 acres with the remaining 2,360 acres as submerged lands. Mare Island is relatively flat ranging in elevation from sea level to 284 feet above sea level at the southern end of the site. Mare Island is currently developed with approximately 960 buildings with 10.5 million square feet of industrial, office, residential, educational, commercial, recreational, cultural, and institutional uses. There is one large upland open space area; this is the 200-acre "Hill", and it is a part of the original Mare Island. This federal facility also includes the Causeway from Mare Island to Tennessee Street, the off-site Roosevelt Terrace housing complex located on Sacramento Street, Building 513 (Employment Office and Badge and Pass Office) on Wilson Avenue, a rail spur which extends from the Island and through Vallejo to Broadway, and a bulkhead extending from the Sandy Beach area into the Mare Island Strait.

2.2 DEMOGRAPHIC AND REGIONAL ECONOMIC SETTING

The reuse potential of Mare Island will depend on the demographics and economic characteristics of the residents and workers in Vallejo and the region. The following is a description of the demographic and economic trends for this area.

Vallejo experienced substantial population growth during the 1980's, echoing Solano County as a whole. Population increased from 81,559 in 1980 to 109,190 in 1990, a compound annual rate of three percent. The 1994 population is 116,148.

Vallejo, as well as Solano County, is dominated by owner-occupant households; almost 62 percent of Vallejo's households owned their housing unit in 1990 (compared to only 56 percent for California). Median household incomes for Vallejo in 1993 were \$42,108, which is slightly below Solano County but slightly above the statewide median of \$40,391.

Over 40 percent of Vallejo's approximately 50,000 1990 resident workers worked in Vallejo itself. Just over 15 percent commuted to Contra Costa County, 11 percent commuted to San Francisco, and 10 percent commuted to Alameda County. Less than six percent commuted to Benicia or Fairfield; the remainder commuted to other locations within the Bay Area.

Vallejo and much of Solano County have a relatively affordable housing stock. The median reported house value in Vallejo was \$140,600, compared to almost \$196,000 for California. This factor offers a strong competitive advantage for Vallejo in attracting new industry and other businesses.

Solano County has been experiencing substantial employment growth during recent years; between 1982 and 1992, Solano County employment grew at an annual compounded average rate of 3.3 percent, compared to 2.2 percent for California as a whole. The Association of Bay Area Governments forecasts that Solano County will continue this strong economic growth into the future. It expects the County to add almost 75,000 new jobs between 1995 and 2010, an overall increase of more than 63 percent. The majority of this projected growth is in the service and retail sectors.

Although Vallejo has a relatively competitive demographic profile and an expectation of strong employment growth in the future, its strengths must be considered within the regional economy. Solano and its neighboring counties have experienced a significant imbalance between the demand and supply of commercial and industrial space. In addition, the Bay Area has been subject to a severe recession along with the rest of the nation. Moreover, the Bay Area as a whole has been severely impacted by base closures. Mare Island will have to compete with other commercial and industrial sites and other closed military bases in attracting new businesses for reuse.

3.0 REUSE CONSIDERATIONS

Summarized below are the major physical, biological, cultural and institutional conditions, constraints and opportunities which will influence successful reuse of Mare Island.

3.1 GEOLOGY

Mare Island Naval Shipyard is located within the northern San Francisco Bay Area and within the Coast Ranges Geomorphic Province. The southern portion of Mare Island includes an upland area underlain by sandstone and shale surrounded by a narrow shelf of alluvium and filled land. The central and northern areas consist of relatively thick alluvium and bay mud. The area is seismically active and the Island could be adversely affected by earthquakes generated on several regionally active fault zones. New construction and existing structures will be designed or retrofit to comply with established seismic safety codes. In addition, appropriate engineered designs and control measures will be implemented that would minimize damage from ground shaking, liquefaction, expansive soil, differential settlement, subsidence, erosion and slope failure.

3.2 FLOODING HAZARDS

The Mare Island Naval Shipyard is located in a coastal environment at the edge of San Pablo Bay near the mouth of the Napa River. Low-lying areas in the north and west portions of the island are subject to flooding. Flooding could occur as the result of extreme storms, high tides, tsunami or seiche wave runup, land subsidence, and worldwide sea level rise. Development may be restricted within flood-prone areas. Existing dikes prevent most flooding and should be maintained. Detailed floodplain studies will be required of any proposed development within mapped flood-prone areas. The City should consider requesting that the Federal Emergency Management Agency conduct a Flood Insurance Study of Mare Island.

3.3 VEGETATION AND WILDLIFE

Mare Island covers approximately 5,460 acres, only 1,650 of which are dry land. The remaining 3,810 acres consists of wetlands, tidelands, and dredge sediment ponds. Most of the dry land is occupied by the Naval Shipyard and associated facilities, leaving few remaining areas of native vegetation. Most of the plant material on the dry portion of the island consists of lawns and landscaped areas, although grassland, oak woodland, and coastal scrub habitats do exist on the southern portion of the Island. Wetland habitats consist of tidal and non-tidal areas which support coastal salt marsh vegetation, which rotationally provide open water and mudflat habitat. Reuse activities at Mare Island, including maintenance, construction and infra-

structure repair, will be conducted so as to avoid damage to wetland areas wherever possible.

All sensitive species known or suspected to occur on Mare Island inhabit tidal and non-tidal wetlands. Mare Island is reported to have one of the largest documented salt marsh harvest mouse populations in San Francisco Bay. Other sensitive species known to exist on the island are the California black rail, clapper rail and salt marsh common yellowthroat. The salt marsh wandering shrew has also been sighted. Several sensitive plant species may potentially occur on the island, but their existence has not been confirmed. Planned expansion of the San Pablo Bay National Wildlife Refuge onto portions of the Island and compliance with current federal and state policy and regulations regarding wetlands and endangered species are anticipated by this Reuse Plan and will promote the conservation of the salt marsh harvest mouse and other sensitive species which may also inhabit the unique habitats found on the Island.

3.4 ENVIRONMENTAL CONTAMINATION

The Mare Island Naval Shipyard has been operated since the mid-1800s to the present as a shipyard. Numerous industrial activities have been conducted at the base over this period. Under the requirements of the Base Realignment and Closure Act (BRAC) process, Mare Island Naval Shipyard is currently completing a basewide Environmental Baseline Survey (EBS) and a Base Clean-up Plan (BCP). The EBS is a preliminary assessment and summary of all known and suspected areas where hazardous materials and/or petroleum products have been handled, stored, disposed of or released within the boundaries of the Naval Shipyard and in adjacent areas. The EBS identifies numerous sites within Mare Island Naval Shipyard at which environmental contamination has occurred or is suspected. A wide range of hazardous materials, including fuel products, radiological materials, industrial solvents, and heavy metals have been identified as potential environmental contaminants. In addition to these industrial wastes, large areas of Mare Island Naval Shipyard have been identified as being potentially affected by the disposal of ordnance (exploded and unexploded) and/or deposition of related residues. The existing and potential presence of contamination at Mare Island Naval Shipyard requires extensive environmental investigation and remediation of numerous properties by the Navy. The potential human and environmental health effects posed at some of these sites could present constraints on the reuse of portions of the Naval Shipyard. The investigation and remediation activities that could be required for some of the sites will likely result in delays in the reuse and redevelopment of the affected sites. Based on the findings of the EBS, the BCP will portray a plan and schedule for remediation activities.

The mitigation of potential effects of hazardous materials on human and environmental health is rigorously regulated by federal, state, and local laws and regulations. These regulations will control the sale, transfer, or leasing of properties at Mare Island Naval Shipyard that have been affected by the release of hazardous materials to the environment. However, the process of investigation and remediation of affected sites may significantly impact the opportunities and schedules for reuse. The City of Vallejo will develop a parcel prioritization which identifies the most desirable parcels that could be leased or transferred in their present condition to create new jobs on Mare Island. Priority will be placed on matching tenants or buyers proposing similar uses to existing uses. The parcel process will prioritize those contaminated parcels with the most significant job creation opportunity pursuant to the Final Reuse Plan.

3.5 DREDGING

Deep water access to the Mare Island waterfront has been and may continue to be vital to successful industrial uses on the Island. This access requires dredging of the Mare Island Strait adjacent to the Island due to sedimentation of the channel caused by Napa River and adjacent Bay current conditions.

The Mare Island Strait Channel is presently dredged to a depth of -36 feet MLLW (Mean Lower Low Water) for a minimum width of 400 feet and a length of approximately three miles by the U.S. Army Corps of Engineers (Corps). The berthfront dredging (i.e., between the Corps-dredged channel and the Island's quay wall) varies from a depth of -30 to -39 feet MLLW and is currently conducted by the Navy with its own equipment and personnel. The sediments dredged from the channel by the Corps are disposed of at an in-bay disposal site at the south end of Mare Island; berthfront dredged sediments are disposed of by the Navy at specially constructed and maintained dredge ponds on the west side of the island. The obligation of the Corps to continue maintaining a deepwater channel in the Mare Island Strait after the Navy leaves has not been specifically determined and will be the subject of negotiations between the City of Vallejo and the Corps. Continued deepwater access to at least some of the existing berths could be essential to the future development of Mare Island facilities and property.

As part of negotiations, the City will request that the Corps continue dredging the federally-authorized channel and modify its channel dredging procedure in a manner which will reduce the extent of berthfront dredging required when the City assumes operation and control of the Island. The City is also pursuing retention of the overall Island dredge disposal systems (including the ponds), both for its own needs and as a potential economic resource (i.e., for paid disposal of sediments dredged in other parts of the Bay Area).

3.6 HISTORIC RESOURCES

The Mare Island Naval Shipyard consists of more than nine hundred buildings and other structures, including some from each stage of the Island's history. The buildings display a variety of architectural and building materials, and were built to serve the historic commands of the U.S. Navy Yard, Marine Barracks, U.S. Naval Hospital and Naval Ammunition Depot. In 1975, the Naval Shipyard was designated as a National Historic Landmark and listed on the National Register of Historic Places.

Conveyance of the Mare Island Naval Shipyard from the Navy to the City will require many historic buildings to be upgraded to meet life/safety standards and seismic hazards in order to permit existing uses to continue or new uses to be established. As part of rehabilitation, these buildings will be modified over time to bring them up to safe levels of occupancy consistent with current building codes. Development of the industrial area to modern standards will require lessening of density and likely demolition of certain historic structures.

To preserve the historic sense-of-place of Mare Island, uses will need to be selected that would, to the extent feasible, minimize impacts on the historic character-defining elements of individual buildings, historical areas and structures. Reasonable effort must be made to incorporate compatible adaptive uses or uses for which the buildings were originally designed. However, given current market conditions, utility constraints and environmental contamination, adaptive reuse of certain historic buildings will be difficult. Impacts related to rehabilitation of historic buildings must be addressed when tenants are selected and proposals submitted. In addition, methods will need to be identified to mitigate hazardous materials (such as asbestos and lead paint), secure and protect vacant buildings, provide for fire detection and suppression, and correct deficiencies in access for people with disabilities with minimal impact on the buildings if economically feasible.

Most actions for historic buildings, including leasing and rehabilitation, will follow a review process complying with Section 106 of the National Historic Preservation Act (NHPA) and other legal authorities that mandate consideration of effects on historic properties. A Programmatic Agreement is being negotiated between the City, Navy and the State Historic Preservation Officer to ensure that historic properties are considered during reuse planning and implementation.

3.7 ARCHAEOLOGICAL RESOURCES

The historic and prehistoric archaeological resources at Mare Island contain the physical record of its occupation and use. The prehistoric sites on Mare

Island are among the last of their type known to lie relatively undamaged on the shoreline of San Pablo Bay. Their protection is important to an understanding of past human activity in the Carquinez Straits region and the greater San Francisco Bay Area. In addition, the historic sites to be found on Mare Island are unique on the West Coast. The long association of the island with the Navy in the Bay Area has left a detailed record of Naval activities over the past 130 plus years. It is important that significant archaeological resources are protected or recovered in advance of any undertakings (such as upgrading or replacing infrastructure or eliminating hazardous substances, contaminants and pollutants) that might adversely affect these resources. In addition, any Native American remains, associated funerary objects, sacred objects or objects of cultural patrimony will be returned to the appropriate descendents or otherwise treated in accordance with their direction.

3.8 BUILDING CONDITIONS

There are over 900 buildings on Mare Island. The current level of information available for many of the buildings is insufficient to allow a complete assessment of suitability for reuse (either type of use or timing of availability) or an estimate of the cost to bring buildings into compliance with applicable codes and regulations. Based on the limited studies conducted to date by the Navy, there may be concern for seismic safety code compliance in many of the buildings on the Island. Potential reuse may be constrained by code compliance deficiencies unless necessary structural improvements are made. Existing mechanical and electrical systems may be deficient in some buildings when compared with current standards. Improvements to or replacements of these systems may be required to meet applicable codes (e.g., Americans with Disabilities Act) or attract candidates for private sector reuse.

A progressive upgrading of facilities over time will be necessary to improve building conditions and consistency with applicable codes.

More complete information regarding building conditions will be needed in order to fully assess the range of feasible reuses, the current market value of structures, potential market rents, timing of building availability, and the capital improvements required to make buildings suitable and available for reuse. The Mare Island Final Reuse Plan provides for continuing studies of building conditions in support of timely reuse initiatives.

3.9 EQUIPMENT CONDITIONS

Mare Island contains more than 100,000 personal property items. Personal property includes all property items excluding buildings and land. Common personal property items on Mare Island include machinery, tools,

computers, and office equipment. Certain personal property items will be attractive to prospective employers on Mare Island following closure. Retaining certain well-maintained personal property items and marketing these items as available to prospective tenants will significantly enhance the marketability of Mare Island. It is important that the Navy continue to maintain equipment during the closure process to ensure its suitability for future use.

The statutory process by which personal property on closing military bases is disposed of has recently been revised in the 1994 Defense Authorization Bill. This legislation includes language which would allow the transfer of certain personal property to the local reuse authority to be used on the base following closure. It is anticipated that implementing guidelines to this legislation will be amended by October 1994 to provide clear direction regarding the process for transferring these items for use following closure. Prior to the finalization of these guidelines, City of Vallejo staff continues to screen personal property being disposed of on Mare Island as the base downsizes. Equipment which may be of value to future users of facilities on Mare Island following closure are being warehoused on Mare Island.

3.10 FEDERAL REUSE AND MCKINNEY ACT SCREENING

The Department of Defense (DoD) is required to advertise excess property on closing military bases through a federal screening process whereby federal agencies have the initial opportunity to respond. The screening process for Mare Island Naval Shipyard was initiated in February, 1994 with responses due by April 1, 1994. The Navy received five written proposals from other federal entities requesting transfer of excess property and submitted these proposals to the City of Vallejo for their concurrence. Proposals were received and approved by the City Council from the United States Coast Guard, the Department of the Interior (Fish and Wildlife Service), and the Department of the Air Force (Travis Air Force Base). A proposal was received from the Department of Agriculture (Forest Service) which is being processed by the City. Subsequently the City received a proposal from the Department of Justice (Immigration and Naturalization Service). This proposal was rejected by the Vallejo City Council.

Following the review of Mare Island by federal agencies, the Stuart B. McKinney Homeless Assistance Act encourages the use of surplus federal property by groups assisting the local homeless. The 600 units of off-base housing at Roosevelt Terrace and all suitable properties on Mare Island are being reviewed as facilities that could be available for McKinney Act housing.

3.11 AIR QUALITY

The Federal Clean Air Act, as amended in August 1977 and October 1990, dictates that air pollutant emission sources must comply with the air quality standards and regulations that have been established by federal, state and county regulatory agencies. Navy activities on Mare Island have been conducted under permit from applicable air quality management authorities. Air quality program compliance activities will continue at Mare Island as long as the existing Permits to Operate for the current sources are not canceled or surrendered. To date, there are no plans to cancel any existing permits; and maintenance of the current permits will continue until a decision of ownership is reached. Interface with Bay Area Air Quality Management District regulators will be ongoing as long as the permits are current and active. The Navy will transfer the ownership of the permits including the air emission credits to the City to facilitate reuse of industrial facilities. The City will also implement the actions listed in the transportation section, which will contribute to an improvement in air quality.

3.12 JURISDICTIONAL INTERESTS

As Mare Island is converted from a federal facility to a local facility, a number of federal, state, regional and local agencies will have a jurisdictional interest in many of the reuse efforts. Major agencies which will play a role in the reuse process and which are discussed in the Plan are listed in the following table.

Agency	Jurisdictional Interest
U.S. Fish and Wildlife Service	Endangered Species, Wetlands, Migratory Birds
U.S. Army Corps of Engineers	Dredging and Wetlands
U.S. Environmental Protection Agency	Environmental Remediation
Federal Highway Administration	Funding of Local Transportation Programs
California State Lands Commission	Tide and Submerged Lands
California Department of Fish and Game	Fish and Wildlife Habitat
California Environmental Protection Agency	Environmental Remediation
California Department of Toxic Substances Control	Environmental Remediation
California Department of Transportation	Highway and Access Improvements
California Office of Historic Preservation	Historic Resources
California Native American Heritage Commission	Sites of Traditional Cultural Significance, Native American Remains
San Francisco Bay Regional Water Quality Control Board	Waste Discharge, Groundwater Contamination
Metropolitan Transportation Commission	Regional Transportation Improvements
San Francisco Bay Conservation and Development Commission	Public Access, Dredging, Seaport Plan
Bay Area Air Quality Management District	Air Quality Regulations

4.0 ECONOMIC FEASIBILITY

4.1 PURPOSE

Economic feasibility analysis has been conducted as an integral part of the planning process to confirm and validate the Final Reuse Plan from a market perspective and to test its fiscal, financial and operational aspects. This analysis explored market demand and supply for the various land uses included in the Plan to ensure that they are market-driven. The economic feasibility analysis also tested the Plan from fiscal, operational, and financial standpoints to (1) structure a series of implementation strategies to minimize operating and capital financing requirements, and (2) provide a framework for marketing and disposition of Mare Island property.

4.2 MARKET ANALYSIS

1. The outlook for existing industrial, warehouse, and office space on Mare Island is favorable, but absorption depends on being able to lease or sell property at below market rates.

Market demand and supply for industrial, warehouse, and office space has been assessed by evaluating the current Solano County market, estimating future demand and expected supply from the Solano County market, conducting a quantitative macro-economic target industry analysis, researching individual likely industrial users, and assessing the marketability of individual buildings in the northern industrial and the CIA portions of Mare Island.

Market analysis indicates that while there is sufficient existing Solano County supply to serve market demands for at least the next 15 years, Mare Island facilities and space are marketable and desirable by a wide variety of users. Key to absorption of reusable buildings and the generation of new jobs will be retention and maintenance of personal property (i.e., industrial equipment), access to below-market electric power rates available to the Island, the availability of rail and barge access, and offering real and personal property at below-market rents or sale prices.

2. Mare Island offers an opportunity to create a new visitor attraction in an Historic District, with a combination of historic and non-historic ship repair, interpretive exhibits, lodging, and limited retail facilities.

An Historic District is included in the Final Reuse Plan. Since the historical attributes of Mare Island complement existing maritime and historical museums in the Bay Area, formation of a Mare Island Historic Seaport

District will result in a truly unique attraction, enhancing the Bay Area's overall drawing power for this market.

3. In the near-term, residential market demand is strong for multifamily rental units. Demand for condominiums at Mare Island will not be experienced until after 2006.

Demand analysis for all types of residential units concludes that the strongest unmet demand in the area will arise from renter households, which will need an additional 1,555 multifamily units between 1994 and the year 2010; demand for 1,115 of these units will occur before the year 2000.

While it is difficult to build new rental units that are economically feasible, the outlook for existing multifamily housing stock at Mare Island is favorable for conversion to market rate rental housing, assuming that the units can be economically rehabilitated. Travis AFB has expressed preliminary interest in most of this housing stock, however, so conversion to market rate housing will be considered only in the event that an alternative to Travis is needed.

With respect to new housing development on Mare Island, the outlook for multi-family or single family for-sale housing is limited in the near term due to substantial unsold inventory and planned supply elsewhere in Vallejo. New multifamily for-sale housing development on the Island is considered as a long-term opportunity (after 2006). Land available for this development is available and programmed in the south part of the Island, associated with proposed marina development.

4. The outlook for existing recreational facilities is mixed—positive for golf and outdoor sports facilities, negative for the rifle range, and uncertain for existing indoor facilities.

For the golf course, analysis of current unmet demand indicates that demand is relatively strong; by 1995, the market area will be able to support an additional four 18-hole courses. Therefore, continuation and expansion of the existing Mare Island golf course is desirable and is incorporated in the Reuse Plan. The Vallejo area also has an unmet need for outdoor sports facilities such as ball and soccer fields. Since the rifle range is most probably incompatible with nearby residential uses in the long term, it will be considered an opportunity to meet these outdoor recreational needs. Although some of the existing indoor recreational facilities face needed capital improvements, they should be retained if viable public or non-profit operators can be found.

5. Specialized research uses by educational institutions will be possible, and should be pursued. Opportunities to attract higher educational institutions should focus on the consortium of public education institutions.

Although the ideal reuse of Mare Island's educational facilities may be as a university or college campus, the financial shortages facing existing educational institutions in the Bay Area will likely limit this possibility in the short term.

The consortium of public education and specialized research facilities focussed on unique environmental attributes of Mare Island, such as that proposed by U.C. Davis, represent potentially feasible education-related reuse options. The City will continue to work with the consortium to achieve this type of educational reuse in the short term.

6. Mare Island offers the opportunity to develop additional local-serving retail facilities.

The planned reuse of Mare Island will require adequate local-serving retail facilities to enhance marketability of non-retail uses. Based on an analysis of anticipated sales from future residents, visitors, and employees, approximately 200,000 square feet of retail and restaurant space will be supportable at buildout. This space will be concentrated in three small centers: the existing Navy Exchange area at the northern end of the Island, a rehabilitated building located near Farragut Village, and a newly constructed center located at the southern end of Island to serve new residents and visitors. In addition, existing restaurants such as the McDonald's and the Farragut Inn should be retained. The gas station located at the northern end of the Island should also be retained.

Region-serving shopping centers or value-oriented retailers are not recommended due to the strength and concentration of these facilities elsewhere in Vallejo and Solano County as well as the lack of freeway visibility for most portions of the Island.

4.3 REFINED REUSE PLAN

The results of market analysis have been used as an integral part of the reuse planning process. Combined with analysis of existing land use patterns, infrastructure systems and environmental conditions, the market studies serve to validate the land use plan described in Chapter 5, herein.

4.4 ORGANIZATIONAL FRAMEWORK AND TRANSITION

Communities have managed the transition planning, implementation, and disposition of closed military base through a variety of methods including internal city-management and economic development corporation. The Mare Island situation is best-suited for an economic development corporation model; for discussion purposes, the entity has been named the Island Development Corporation (IDC).

Between now and base closure in 1996, the IDC should be formed and an interim master lease should be consummated with the Navy so that the IDC can commence marketing and subleasing of Island properties. These properties will ultimately be transferred to the City/IDC via an economic development conveyance mechanism.

For other properties, a direct public benefit conveyance is the most appropriate form of disposition. These properties include the regional park, portions of the historic district devoted to ship repair, and portions of the education/office subarea.

During transition, the Navy will provide payments for certain operating expenses through a Care and Custody Agreement with the City/IDC. This arrangement will serve to offset initial costs of operating those portions of Mare Island to be leased by the City/IDC. The Care and Custody Agreement will terminate upon completion of the Finding for Suitability to Transfer.

4.5 FISCAL IMPACT ANALYSIS

Table 4-1, opposite, summarizes the fiscal impact analysis prepared for the Mare Island Reuse Plan. The analysis addresses the City's General Fund, the Gas Tax Fund, and Parks Maintenance costs. These are discussed below.

1. The City's General Fund would experience a mitigable deficit at all three Plan implementation periods analyzed.

The General Fund deficit ranges from about \$3.4 million in 1996 to about \$1.4 million at buildout. These deficits do not reflect any of the potential "fiscal mitigation" that may be available from various City actions, the Island Development Corporation (IDC), the Navy, or other agencies (see item 3, below). For this analysis it is assumed that the IDC would fund the projected net fiscal deficit. In the early years this funding would come from the Care and Custody Agreement with the Navy; in later years, this funding would come from net operating revenues.

The projected fiscal deficits are partly the result of structural problems with local government finance which are in turn linked to the State-imposed fiscal restrictions (e.g. Proposition 13) and, more recently, the attempt to solve the State's fiscal crisis through transfers of traditionally local sources of revenue (ERAF). At this point in time it is difficult to show a positive fiscal impact from any mixed use project such as that envisioned on Mare Island. Additionally, federal tenants are assumed not to pay property taxes, while these users will generate a demand for public services. The fiscal deficit is also a function of the projected market potential and real estate values

Table 4-1
Summary of Fiscal Impact Analysis Results

Fund or Item	Annual Fiscal Impacts (1)		
	Base Closure 1996	Transition 2006	Buildout 2026
GENERAL FUND			
Revenues	\$489,100	\$1,262,300	\$2,717,500
Expenditures	\$3,921,500	\$3,960,200	\$4,116,400
Fiscal Surplus (Deficit)	(\$3,432,400)	(\$2,697,900)	(\$1,398,900)
GAS TAX FUND			
Revenues	\$28,200	\$61,800	\$101,700
Expenditures	\$171,200	\$206,200	\$257,900
Fiscal Surplus (Deficit)	(\$143,000)	(\$144,400)	(\$156,200)
PARKS MAINTENANCE (2)			
Revenues	\$34,800	\$94,600	\$280,900
Expenditures	\$226,400	\$226,400	\$226,400
Fiscal Surplus (Deficit)	(\$191,600)	(\$131,800)	\$54,500

(1) Figures have been rounded to the nearest hundred.

(2) Estimates include only park maintenance costs of existing and proposed developed parks, excluding ball fields, compared to property tax revenues at current tax allocation rates.

Source: Economic & Planning Systems, Inc.

for new and existing development on Mare Island; during the first ten years it is assumed that rents and related land values will be held relatively low by market conditions and the need to attract tenants and development to the Island.

2. The high fixed cost of providing public protection services on the Island comprises the City's largest cost item, and contributes to the size of the deficits in the early years.

A key factor causing the fiscal deficit in the early years is the high and fixed cost of providing fire and police services to the Island. One new engine and truck company is required for fire services and two new beats are required for police services, which combined would cost about \$3.5 million per year.

3. A variety of fiscal mitigation measures have been identified which can reduce or eliminate projected deficits.

Although projected General Fund deficits are large, a variety of mitigation measures can be applied to reduce the magnitude of the problem. The following measures have good potential and will be pursued:

- Negotiate a cost sharing agreement with the Navy for the interim years while the Island transitions (i.e., the Care and Custody Agreement);
 - Assess other federal tenants on the Island a pro-rata share of the cost of public services they would generate;
 - Encourage revenue generating uses such as bed and breakfasts, restaurants, and a conference center;
 - Reduce fire services staff requirements in interim years with the acquisition of new capital equipment; and
 - Secure revenue for City public services from the IDC.
4. The Gas Tax Fund, which funds certain street maintenance and related costs, would also experience a deficit at the three periods analyzed.

The deficit will average about \$150,000 per year regardless of the time period. This deficit is a function of the structural imbalance between the costs of road maintenance and funding available for road maintenance (e.g. Motor Fuel Taxes).

5. Park maintenance costs would exceed available property tax revenues at 1996 and 2006; by buildout, property tax revenues should be sufficient to fund park maintenance costs.

Although a full analysis of the cost of all parks and recreation facilities has not been conducted, initial calculations indicate that park maintenance costs will exceed projected property taxes until assessed valuation increases substantially. At buildout there will be sufficient property tax revenues to cover park maintenance costs for the regional and existing parks on the Island (ball fields are assumed to be self-supporting).

4.6 INFRASTRUCTURE COSTS AND FINANCING

1. Total costs for the basic infrastructure needed to serve the Island are estimated at nearly \$223 million, including the Southern Crossing.

As shown in Table 4-2, backbone infrastructure costs for water, sewer, storm drainage, and utilities improvements are estimated to be approximately \$53 million. Transportation system improvements, including on-site roadways, transit, bicycle/pedestrian, and the rail freight system are esti-

Table 4-2
Total Infrastructure and Public Facilities Costs at Buildout

Cost by Entity	Total Estimated Cost (1)	Assumed Service Provider	Recommended Funding Approach
BASIC INFRASTRUCTURE SYSTEMS			
Water Supply & Dist.	\$10,239,000	City of Vallejo	Revenue Bonds Impact Fees Other
Wastewater Treatment & Storm Drainage (1) (2)	\$24,108,000	Vallejo Sanitation & Flood Control District	Revenue Bonds Impact Fees Other
On-Site Transportation	\$64,400,000	City of Vallejo	Impact Fees Tax Increment (2) Assessments Other
Off-Site Transportation	\$106,000,000	City of Vallejo/ Federal Government	Grants Impact Fees Other
Electrical System	\$17,250,000	City of Vallejo, PG&E or Other	Rate Charges
Gas System	\$1,153,000	PG&E or Other	Rate Charges
Telephone System	\$0 (4)	Pacific Bell or Other	Rate Charges
PUBLIC FACILITIES			
Police Facilities	\$533,000	City of Vallejo	Capital Outlay
TOTAL COSTS (3)			
Including S. Crossing	\$223,683,000		
Excluding S. Crossing	\$139,683,000		

(1) It has not been determined whether each service provider or the IDC would pay for systems upgrade costs; this analysis assumes the IDC would fund system upgrades. No additional capacity requirements have been identified.

(2) District is moving toward a pay-as-you-go funding approach.

(3) Does not include park development, marina, historic district, or golf course costs.

(4) Does not include cost of purchase or replacement of ATT switches.

Sources: Moffat & Nichol; Fehr & Peers; Economic & Planning Systems, Inc.

mated to be \$170.4 million. The most costly item is the anticipated "Southern Crossing" bridge connecting the southern portion of the Island to the City of Vallejo and related major roadways (approximately \$84 million).

2. The major challenge will be funding the \$33.1 million initial infrastructure investments required in the first years of Plan implementation.

The City must prioritize infrastructure improvements to minimize "upfront" costs. To the extent possible, less critical improvements will be deferred into the second (1997-2006) or third (buildout) phases of development. In this effort, the City will prioritize needs in a manner that allows the marketing program to move forward.

3. A number of agencies are responsible for building and funding the needed infrastructure.

The responsibility for funding infrastructure improvements will be shared by several agencies. These agencies include the Vallejo Sanitation and Flood Control District, the IDC as well as other entities. The City is assumed to be responsible for water facilities, the marina, public protection facilities, and transportation improvements. At buildout, the total capital requirements of the Reuse Plan are estimated to be \$139.7 million excluding the Southern Crossing bridge, \$223 million including the Southern Crossing.

4. As Mare Island develops, it would generate approximately \$5.5 million to the City through the existing Transportation Impact Fee and new development Excise Tax.

These funds are assumed to be used for infrastructure needs on Mare Island. Other agencies could also offset some of their infrastructure costs with existing user and impact fees and connection charges.

5. Existing funding sources will need to be supplemented with special government assistance and/or land-secured funding (e.g. IDC net operating revenues). A concerted effort to attract special funding from federal sources must be pursued.

Federal assistance is expected from the Economic Development Administration to finance certain transportation and infrastructure costs. In addition, a number of other State and federal sources must be tapped to offset transportation system costs, such as the Southern Crossing. To the extent that land-secured assessments are utilized, they will need to be funded out of IDC operating revenues, as opposed to being passed on to property owners.

6. Infrastructure costs should be allocated to all responsible entities.

A cooperative framework will be established between the City and the special districts so that costs for infrastructure improvements can be shared among agencies and borne by various benefiting groups. For example, off-site roadway improvements (i.e., State Highway 37 entrance redesign) may be funded by the State of California.

7. The IDC will be a vehicle for the application of a variety of funding mechanisms secured by lease and land sale revenues and underlying land values.

The IDC will be the principal organizational entity through which the funding of infrastructure, rehabilitation and tenant improvements will be accomplished. Net operating revenue generated through property disposition can be leveraged to finance improvements through revenue bonds, assessments and/or other financing mechanisms. Additionally, the IDC will be responsible for allocating and dispersing expense reimbursements from tenants and fiscal mitigation funds from the Navy and other government tenants.

4.7 OPERATIONAL ANALYSIS

1. A quasi-public, nonprofit economic development corporation appears to offer the strongest structure for managing and guiding the future leasing and development of Mare Island.

By including private sector business leaders, community leaders and real estate professionals, City representatives and representatives of the Napa-Solano Counties Building and Construction Trades Council and appropriate Labor Councils of the AFL-CIO on the Board of Directors of the IDC, opportunities to market Island assets are increased while ensuring that the City's fiscal concerns are addressed. Financing capabilities are enhanced by the entity's ability to issue debt to finance capital improvements and to accept tax-deductible contributions from the private sector. It will be important for the IDC to maintain a close working relationship with the City of Vallejo's Community Development Department and to rely on the City for technical community/economic development assistance wherever possible.

2. The primary objectives of the City of Vallejo/Island Development Corporation should be to secure transfer of Mare Island property at the least possible cost to the City; to manage the overall quality of development on the Island; and to preserve City control of the future property leasing and disposition process.

The entire Mare Island property can and should be transferred from the Navy to the City/IDC at little or no cost for a variety of public purposes, including economic development, under the proposed Section 2903 provisions in the 1994 Defense Authorization Act. Once transferred, the City/IDC should lease parks and recreational land and facilities, housing, and historic activities at a pro-rated cost to various government and other public or nonprofit entities. In this way, the City/IDC can ensure that the property is maintained to adequate standards and retain control over future land use decisions.

It is important to note, however, that the Section 2903 provisions, if implemented, may permit the Navy to market some of these properties through a public sale process. This would reduce the number of properties available for an economic development conveyance to the City/IDC. It is critical to the success of the Plan that the City/IDC be able to obtain all Mare Island property which is not otherwise transferred through the Federal screening process.

3. **The Island Development Corporation (IDC) has the potential to be self-sustaining from its inception, while funding potential General Fund deficits.**

Based on the projected lease-up of existing space and with some minor reductions or deferrals in capital costs, revenues should be sufficient during the first two periods analyzed (1996 and 2006) to cover Island operating expenses, to reimburse the City for the costs of providing municipal services and to fund needed capital expenditures. In order for this to happen, net operating revenues will need to be leveraged to provide debt financing for capital expenditures and some interim bridge financing will be required. In addition, grants will be solicited to fund IDC administrative costs in its initial years. Reimbursements from the Navy for Island operating and maintenance expenses will also need to be ensured.

At buildout, while revenues cover operating expenses and generate additional debt capacity, they are not sufficient to finance all of the capital expenditures planned during this period. The funding deficit occurs primarily due to the proposed construction of the Southern Crossing bridge. The deficit can be reduced or eliminated by using excess debt capacity generated in earlier years and by identifying outside funding sources to finance a portion of the capital expenditures.

4. **Financial success of the IDC depends upon its ability to attract tenants and developers to the Island and to minimize investment costs commensurate with marketing activities.**

The operations analysis has projected a revenue stream consistent with the absorption rates and lease and land sale pricing derived from the market analysis. A critical part of the implementation program will be to craft an infrastructure program that minimizes upfront costs, providing only what is needed to allow the marketing program to proceed effectively. This program will be formulated with specific reference to the likely order of market activity for particular subareas and buildings, and a careful consideration of the scope of improvements that will be viewed as essential by prospective tenants. Efforts will also be made to design facilities and improvements with a value engineering perspective, and to seek the most cost-effective means of constructing facilities (e.g. private sector build and dedicate arrangements).

5. Over time, the IDC will be able to contribute substantial funding for municipal service costs, rehabilitation, and infrastructure improvements.

The net operating income (NOI) projected from the IDC operations must be directed at providing necessary funding for rehabilitation (essential for attracting tenants) as well as contributing to infrastructure financing. However, these expenditures should be made only after the City's fiscal deficits have been eliminated through an annual municipal services fee paid by the IDC to the City to cover the net costs of providing municipal services to the Island.

4.8 *MARKETING AND DISPOSITION STRATEGIES*

1. Ultimately, different portions of Mare Island will be disposed of by the IDC to private corporations, developers, and public agencies.

Each of these target markets will be most effectively reached through a combination of marketing strategies including general and specific brochures, newspaper ads, videos, and promotional events. This marketing program should be flexible to react to changing market conditions. The program should be coordinated by IDC and be aggressive. A marketing center, to be located on the Island, should be created.

2. Ultimate disposition methods to be used by the IDC will include direct negotiation, auction/public bid, requests for proposals, and marketing through the brokerage community.

Use of each these methods depends on the target market(s), the types of property, and the level of management oversight desired by the IDC. In general, direct negotiation is most appropriate when there is only one identified user. Auctions/bids work well in situations where the property is to be sold, and a competitive atmosphere among regional potential buyers is

desired. Requests for Proposals are well-suited to situations where the IDC will remain "in the deal" and wishes to select a lessee based on factors beyond price. Marketing through the brokerage community can be most effective either in cases such as the Heavy Industry area, where specialized users need to be contacted by experienced marketing specialists, or cases such as the recommended bulk land sale of the Marina Village area.

3. In the near-term (1994 through 1996) and the mid-term (1997 through 2006), some areas or portions thereof may be recommended for disposition to other public agencies (e.g., Regional Park, parts of the Historic District, portions of Education/Office—see Section 5 for location).

Travis AFB has expressed preliminary interest in the housing units at Farragut and Coral Sea Villages, and public agency participation in the reuse of other areas is likely. The ability of other public agencies to finance the operations of these areas will need to be confirmed prior to the disposition of these areas by the IDC.

4. In the near- and mid-term, those areas with good prospects for generation of new jobs are recommended for commercial marketing and disposition activity.

Immediate marketing activities should be initiated to promote development in the Northern Light Industry, Heavy Industry and portions of the Historic District areas. Prioritization of environmental clean-up efforts and infrastructure improvements should also be focussed in these areas. The facilities in these employment areas offer the greatest opportunity for creating new jobs in the short-term.

5. In the long-term (after 2006 through 2026), three additional areas are recommended for marketing and disposition activity targeted primarily to private developers.

Longer term marketing activities are proposed in the Neighborhood Center, the Marina Village, and the Mixed Use Office/Light Industry areas.

5.0 *PREFERRED REUSE ALTERNATIVE*

This section presents the land use component of the Final Reuse Plan for Mare Island. Section 5.1 provides an overview of the planning process; Section 5.2 portrays the City's overall concepts for Island-wide reuse and development—the vision of Mare Island as a vibrant new district in Vallejo and the region; Section 5.3 details the land use patterns and sub-areas of the Plan.

5.1 *PLANNING PROCESS*

The land use planning process for Mare Island began immediately after the 1993 BRAC closure list was accepted by the President with the creation of the Mare Island Futures Project by the City of Vallejo. It is the task of the Futures Project's Work Group to develop a reuse plan, and the most significant element of this plan is land use.

The first step in this process was the development of the Conceptual Reuse Plan. This began in August 1993 with an introduction and orientation by City staff for the Work Group to the reuse planning process. In September and October the Work Group developed the scope and outline for the Plan, and in October and November, the complete Plan itself was developed. Both these phases included public input through the use of the Resource Groups and community forums. The Plan was approved by the Work Group in November; it was approved by the City Council in December.

With the start of 1994, the City began an even more intensive reuse planning process. The first effort was hiring the Urban Land Institute (ULI), a group of real estate and development professionals, to evaluate the Conceptual Reuse Plan in terms of market feasibility. ULI's findings and recommendations were similar to those of the Conceptual Reuse Plan, but gave the City and Work Group more direction in developing a realistic land use plan for Mare Island. The ULI report was released in April, 1994.

The second effort was the use of the Resource Groups to develop recommendations from the community on specific aspects of reuse. The groups formed by the City include: Employment Development; Human Services; Retraining; Educational Facilities; and Recreation, Open Space and the Arts. The groups established by the Navy include Historic Resources and the Restoration Advisory Board. Many of the recommendations that were developed by these groups did address directly land use issues, and many indirectly affected land use decisions. The recommendations of the Resource Groups were presented to the Work Group in May, 1994.

The third effort was the hiring of three groups of consultants to assist the City in the development of the Final Reuse Plan. Using grant funds from the Department of Defense's Office of Economic Adjustment, the City hired a team headed by EDAW, Inc. to complete land use, transportation, and infrastructure studies and a team headed by Bay Area Economics and Economic and Planning Systems for market feasibility studies and fiscal analyses. These two teams worked with City staff through an iterative process to develop preliminary recommendations for reuse. A third group led by Harder Kibbe was hired to conduct a social services study. These recommendations were revised to reflect those of the Resource Groups and the input of the Work Group. The revised recommendations are included in this draft Final Reuse Plan.

5.2 FRAMEWORK FOR CHANGE

The Final Reuse Plan for Mare Island focuses on the economic components of the successful reuse of the base. At the same time however it provides a framework of principles which will guide the redevelopment and reuse of the base far into the future. This is not a rigid plan or a final picture; instead it is a process to guide design and planning decisions that must be made as economic opportunities present themselves. These design and planning strategies therefore provide a framework within which there is wide flexibility to respond to particular economic development opportunities.

The Reuse Plan proposes a framework of guiding principles in the areas of Access, Buildings and Places, and Open Space.

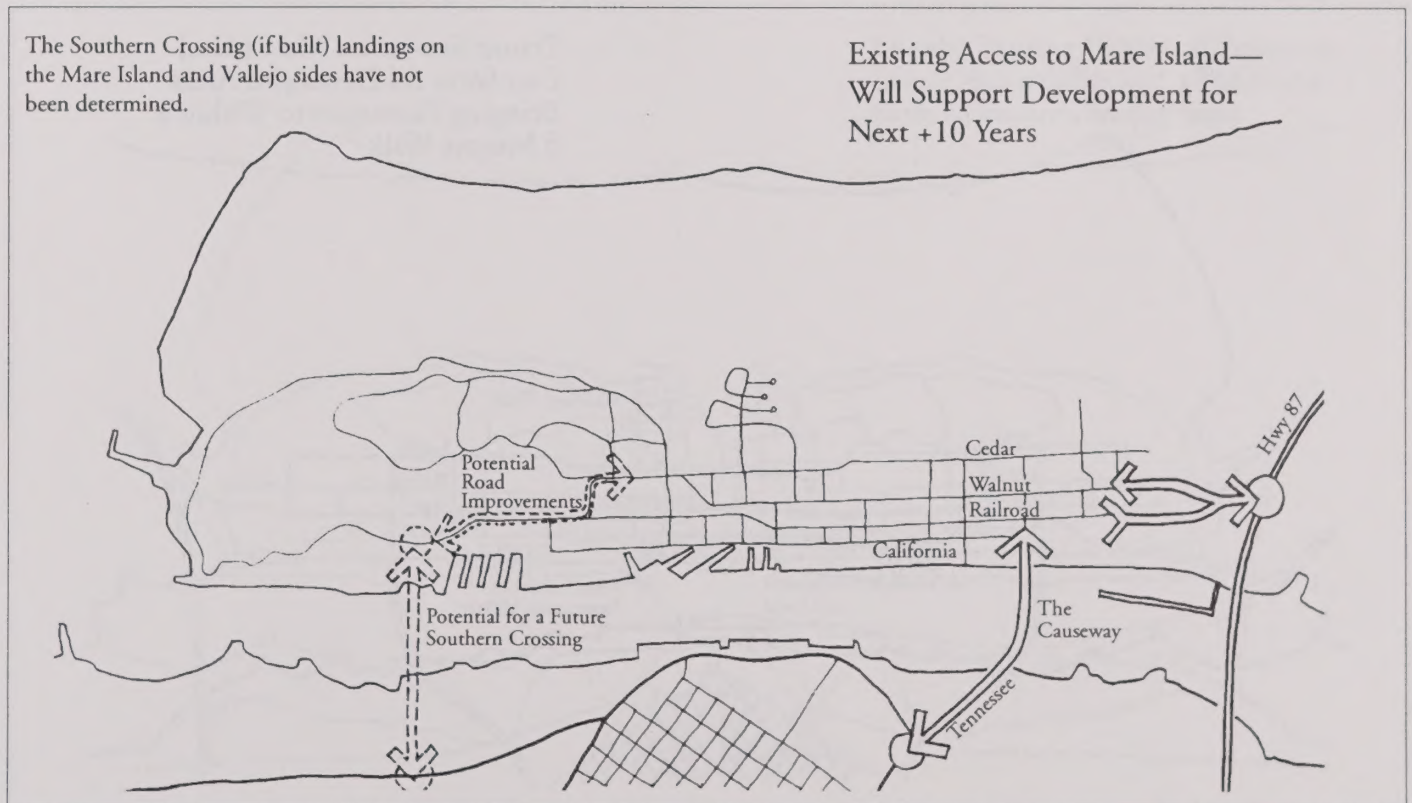
Access

Concept

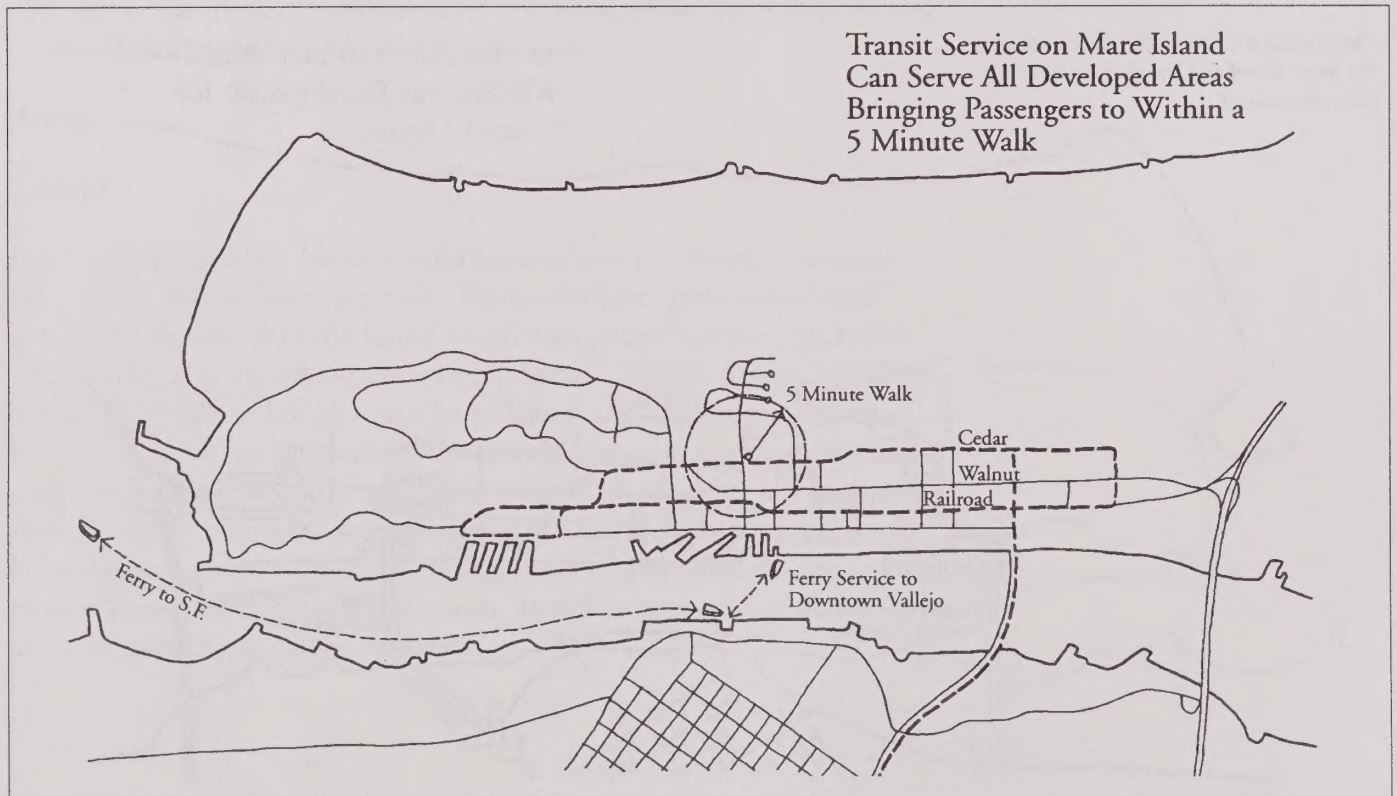
Access to and on Mare Island should achieve a balance between automobile, transit, and pedestrian modes. The existing fine grain network of streets and the layout of the Island encourages pedestrian movement and transit usage and should therefore be reinforced. Transit systems of various kinds—bus, light rail, ferry—can be evaluated and implemented throughout the course of development of the Island. The existing system of roadways will be adequate in the near term and will be progressively upgraded throughout the course of development of the Island. Vehicular travel will, however, be supplemented by encouragement of alternative modes, and remote parking utilizing on-Island transit, as well as auto-restricted areas such as the Historic Area, will be evaluated.

Elements

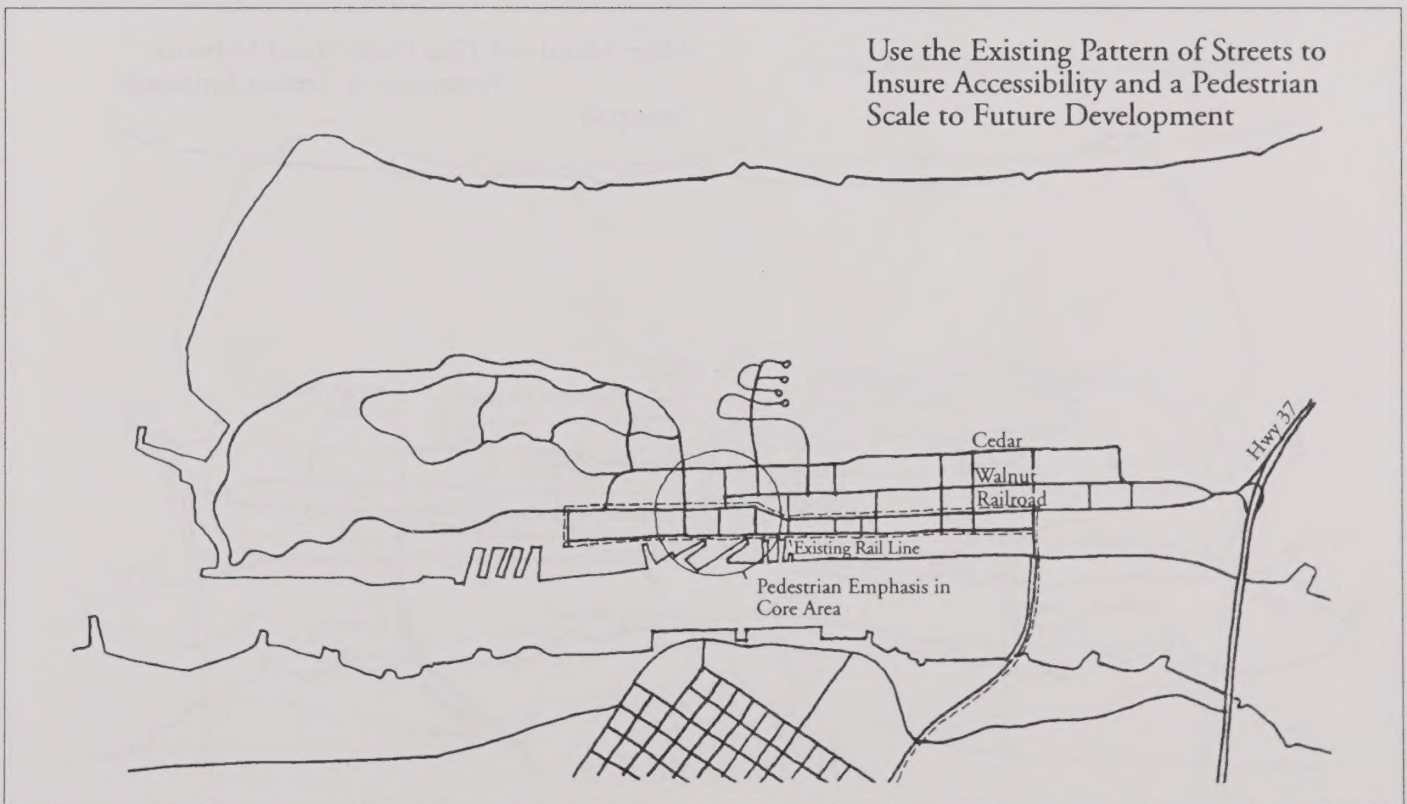
- Existing means of accessing the island will be sufficient for projected implementation of the plan through 2006 with minor enhancements. The two current access points—the northern entry at State Route 37 and the Causeway, and existing roadways on the island can serve projected access needs with minor roadway expansion, signalizations and signage. In the longer term, a southern crossing may be required, although its specific location has not been set. Right of way will be set aside for it and for other roadway improvements needed at the southern end of the island. Ultimately, the roadway system will ensure adequate access to employment centers and service areas, while encouraging walking, cycling, and transit use within the central part of the island. California Street is envisioned to be the main service route for industrial areas, Cedar and Railroad will be the primary automobile routes across the island, and Walnut will be preserved as a low volume, more pedestrian oriented street.



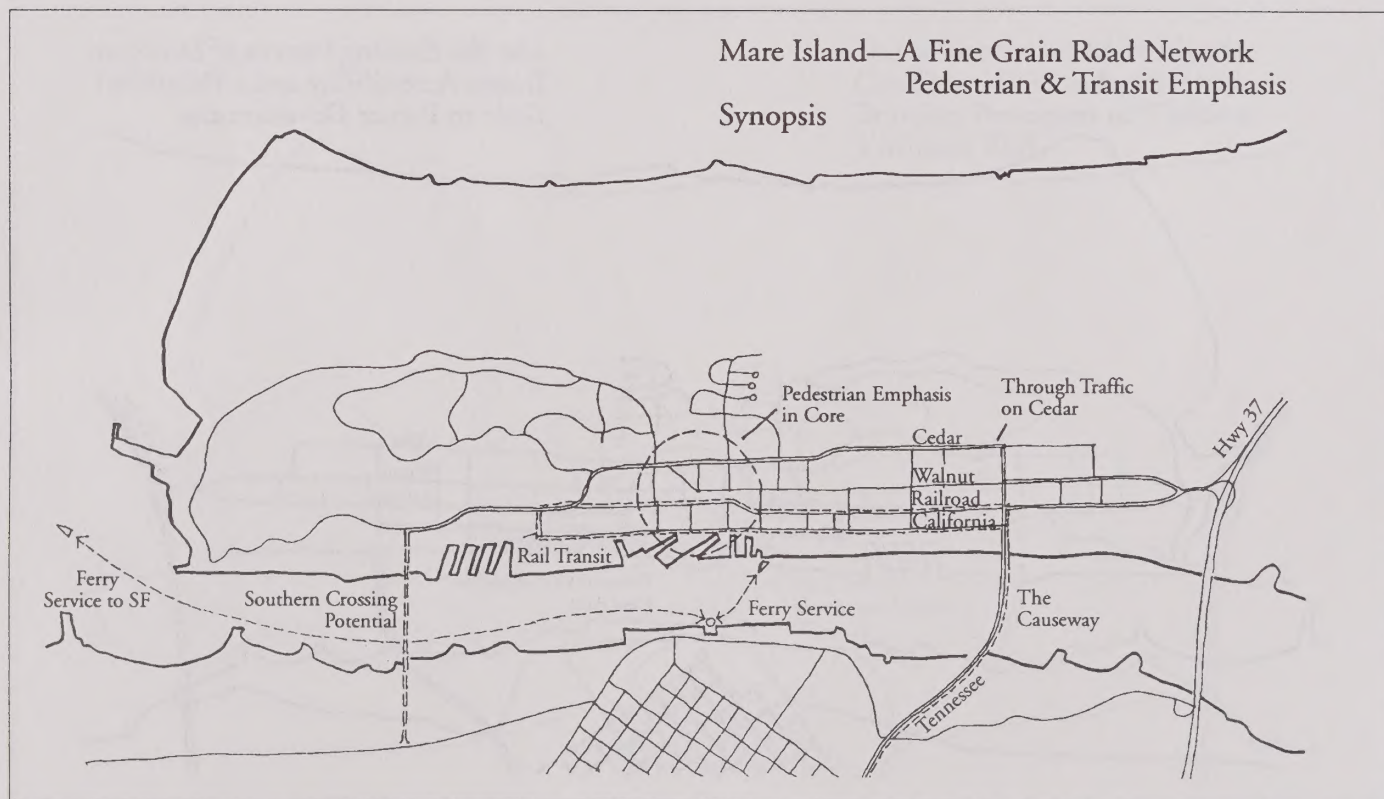
- Mare Island is particularly well configured to support transit service and usage. Rail or bus service will operate efficiently along two major north-south streets, Cedar or Walnut and Railroad, traversing the length of the Island and bringing passengers within a five-minute walk of virtually every developed area on the island. Remote parking may be warranted both on and off the Island. Ferries can serve the Island from the downtown Vallejo side of Mare Island Strait, running rapid shuttles across the narrow strait to serve visitors and employees. The Historic Center, focused around Alden Park, the Chapel, the Captains Row houses, and headquarters building, is envisioned to be largely auto-free to allow a better experience of the remarkable historic buildings and landscape.



- A fine grain roadway network will be the basis of vehicular and pedestrian circulation on Mare Island throughout its development. Similar to the scale of nearby downtown Vallejo, the narrower roadways, smaller block sizes, and regular grid overlaid on the developable portion of the island will provide a clear, straightforward circulation system. Distances between destinations will be relatively short, encouraging walking or bicycle riding, and transit will easily and efficiently serve the employment and residential areas. Bicycle lanes will be incorporated into roadway improvement throughout the island. Sidewalks and trails will be added where needed. The extensive island open space system will be readily accessible to on- and off-island users via the transit systems and an extensive trail and interpretive system.



- The ultimate circulation system for Mare Island will be a model of pedestrian- and transit-oriented planning. The layout of the island is uniquely suited to minimizing automobile trips and providing alternative travel modes.



Buildings and Places

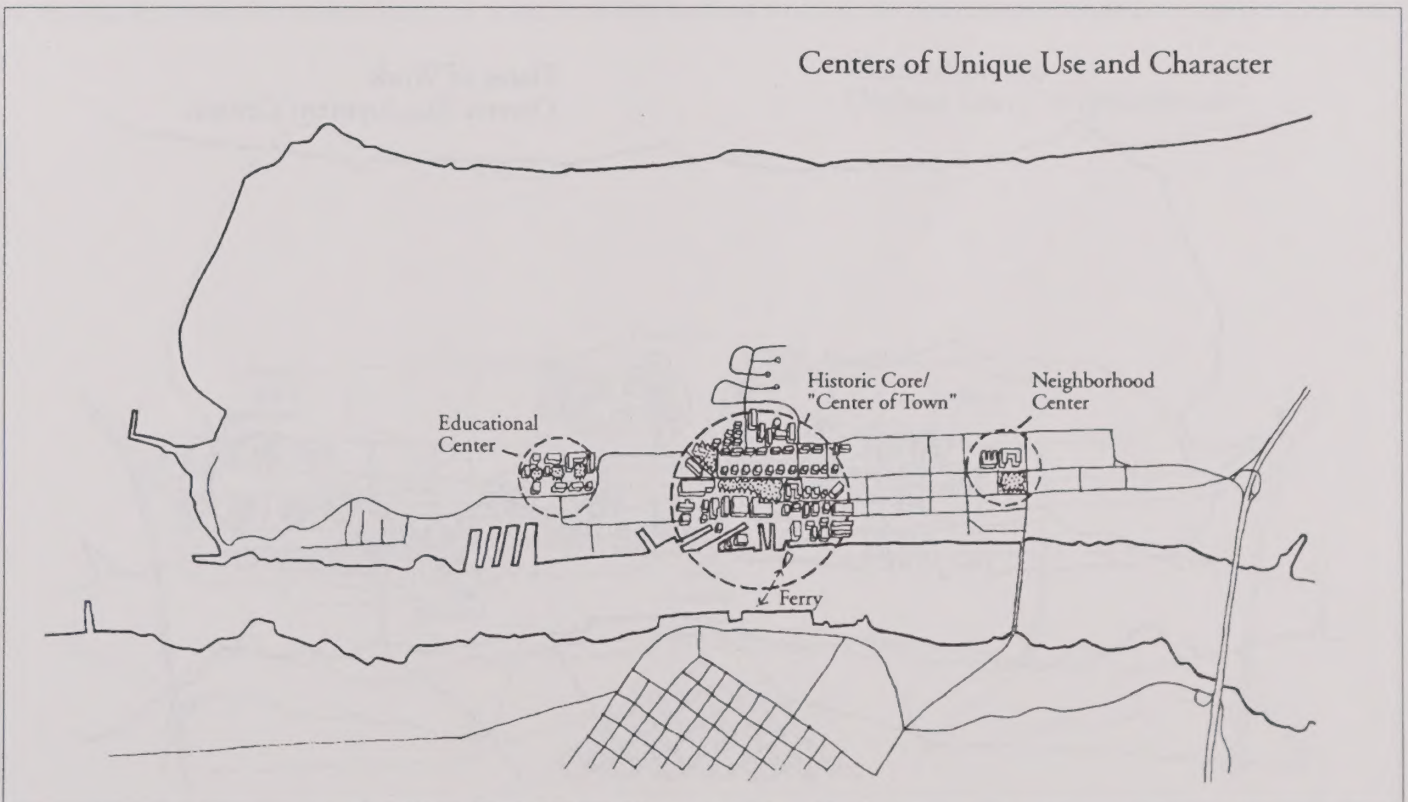
Concept

Mare Island will be a special district of Vallejo comprised of unique pedestrian-scaled neighborhoods. The neighborhoods will include a full range of land uses: employment, residential, commercial, recreation and open space. The neighborhoods of Mare Island will be focused around neighborhood centers which will provide a unique identity for the neighborhoods and that will provide services and amenities for residents, workers and visitors alike. Neighborhoods will be of a small and walkable scale, and will be linked to one another by the island-wide roadways, transit, bicycle and pedestrian networks. The special historical heritage of Mare Island which is expressed in its historic buildings and parks will be preserved and made accessible to a wide public.

Elements

- Mare Island will be a special district of Vallejo oriented around several unique town centers. At the core of the island, the Historic Center includes many of the historic buildings of the island such as St. Peter's Chapel, the Captain's Row houses, and the large historic industrial buildings along California Street at the waterfront. Alden Park and the arboretum will provide a village square for the community and lo-

Centers of Unique Use and Character

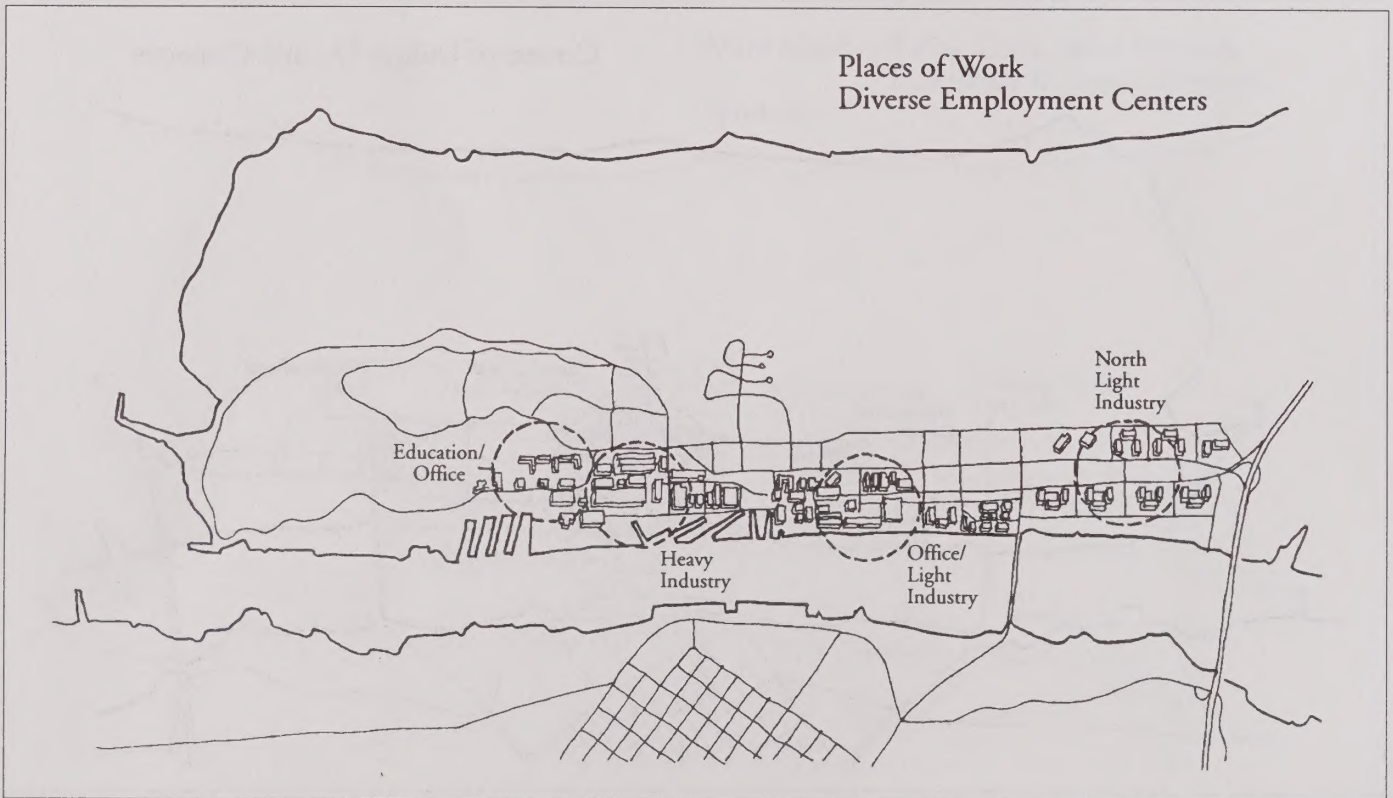


cation for special events. This center will serve local residents as well as being a visitor destination accessible by ferry.

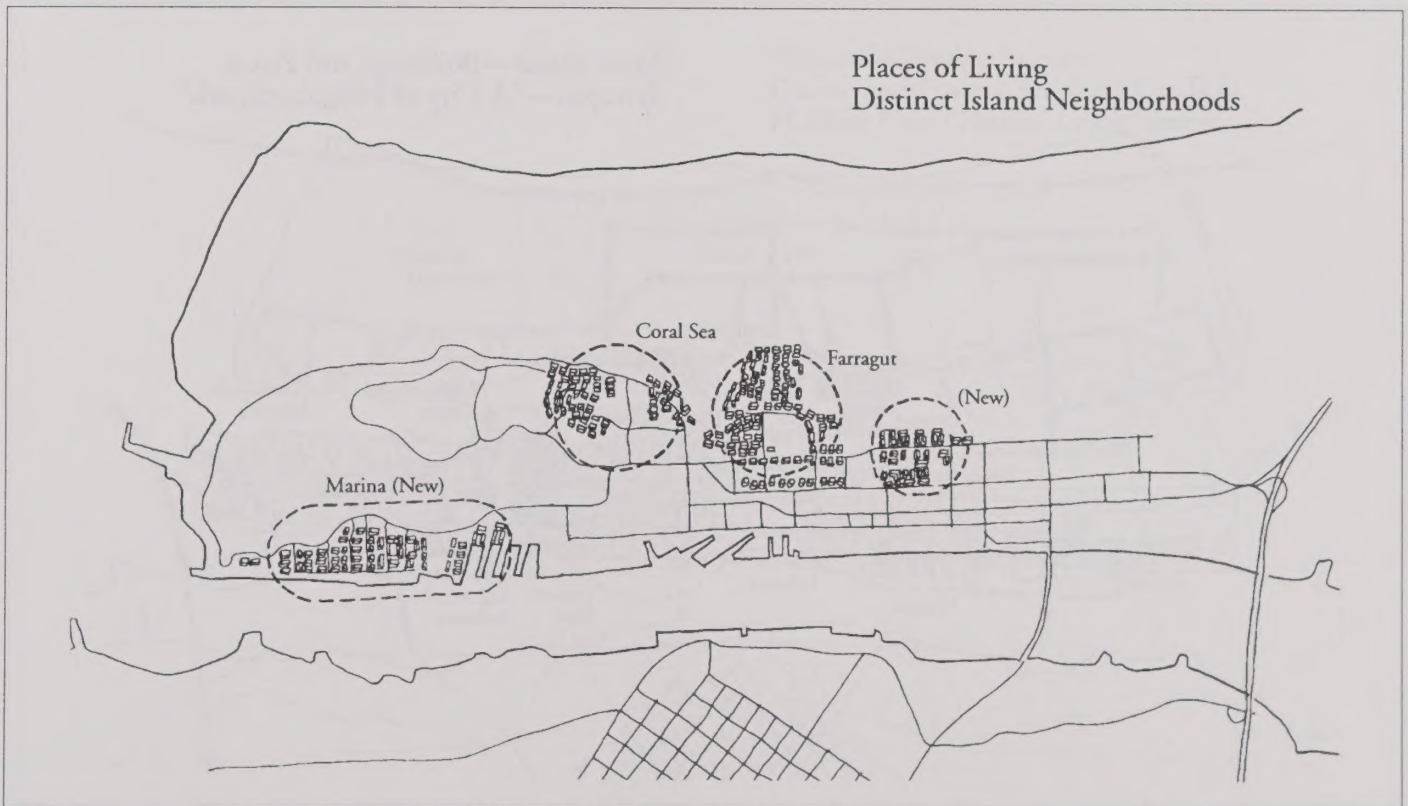
To the north, the Neighborhood Center will function as more of a civic and community core, and includes the Rodman theatre, gymnasium, police facilities, and substantial recreation amenities. This mixed-use area will provide island-wide services and expanded recreation facilities including ballfields and soccer fields will serve greater Vallejo as well.

To the south a third center will occur focusing on the education complex and marina and residential uses. This Education/Office Center will anchor the southern end of the developed portion of the island. The historic buildings and grounds of the Combat Systems Technical School will provide a gracious setting for community events.

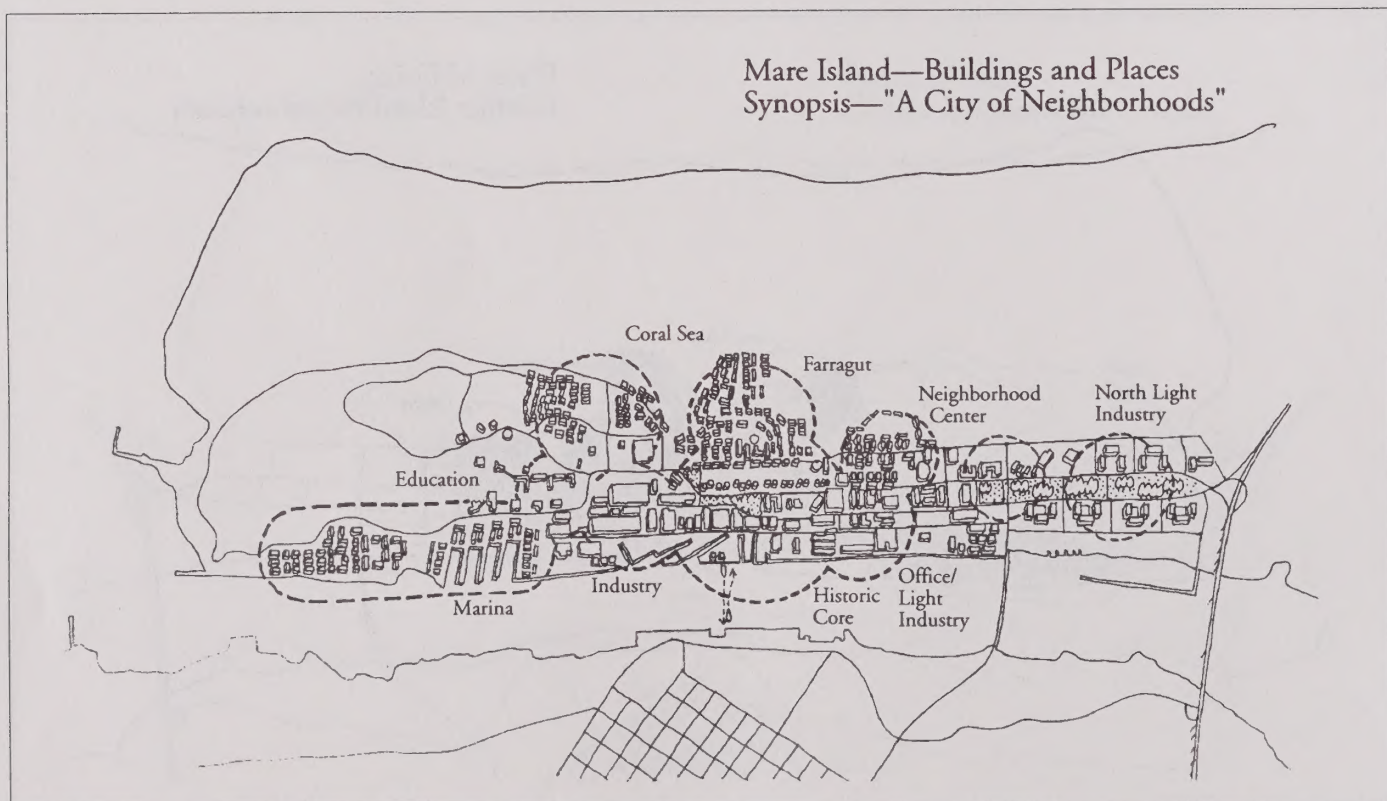
- Places of employment and work will be located throughout the island. Easily accessible from within the Island by foot, bicycle or transit, and accessible from greater Vallejo, the employment centers will employ a diverse cross section of local and regional residents. Since employment will be distributed throughout the Island, an active 24-hour community will be possible.



- As places of living, the residential areas on Mare Island will be a varied, eclectic group of small-scaled neighborhoods. The pattern of streets and alleys in existing areas, and the provision of pedestrian, bicycle and transit movement, will facilitate more traditionally scaled and friendly places to live. Each existing residential area—Farragut Village and Coral Sea Village—has a distinct character. New residential areas around the southern marina and near the Neighborhood Center to the north will be distinctive as well. Each neighborhood will be close to employment and service areas, as well as the island's extensive open space system. The existing newly constructed elementary school will be available for educational and recreational use.



- In summary, the Mare Island community will be a lively mix of uses and neighborhoods. The intimate, walkable scale of the developed areas of the island will allow for a pedestrian-first community while providing easy access via a variety of modes. Distinctive neighborhoods will be adjacent both to employment centers and to local and regional open space. The core of the island, with its history and remarkable buildings and landscape, will be an attraction for residents and visitors.



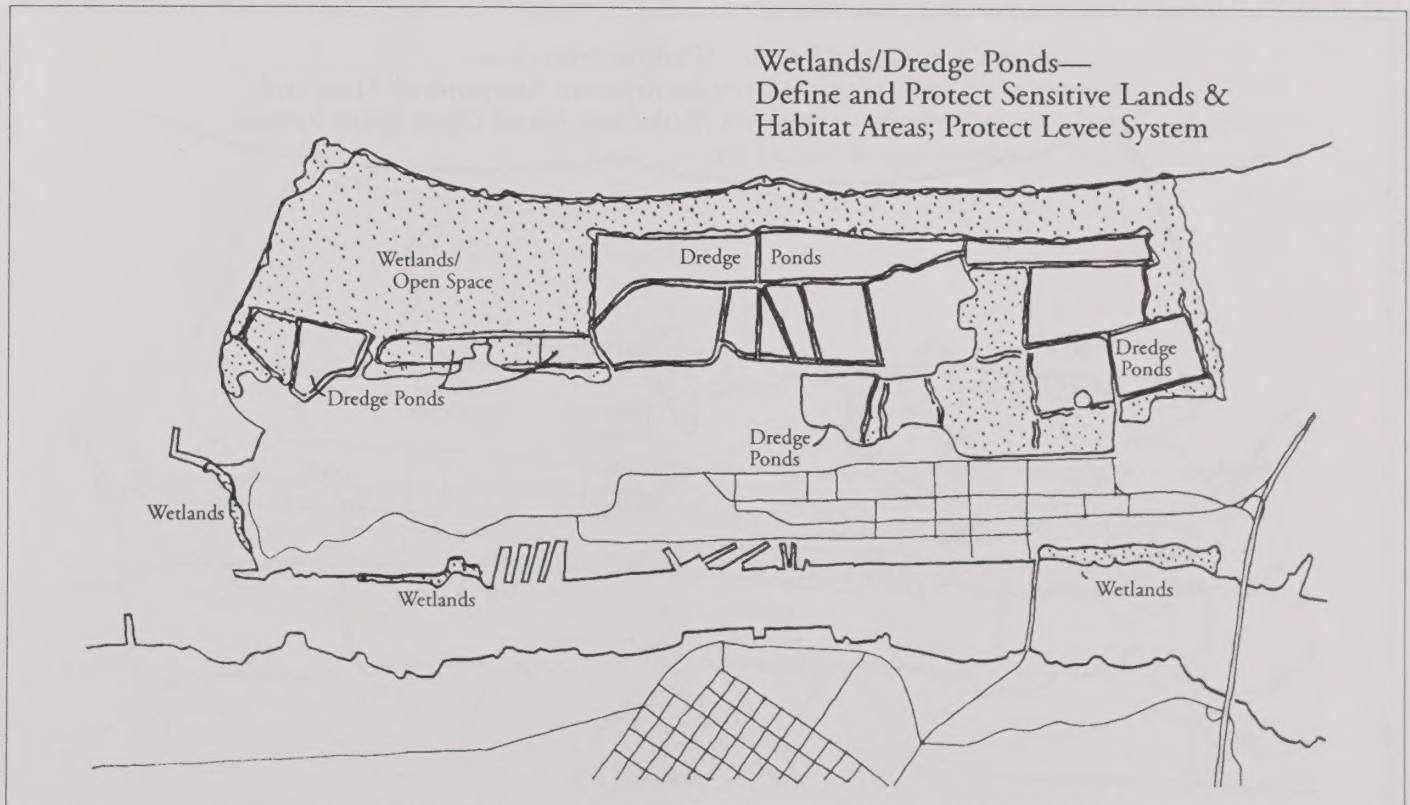
Open Space

Concept

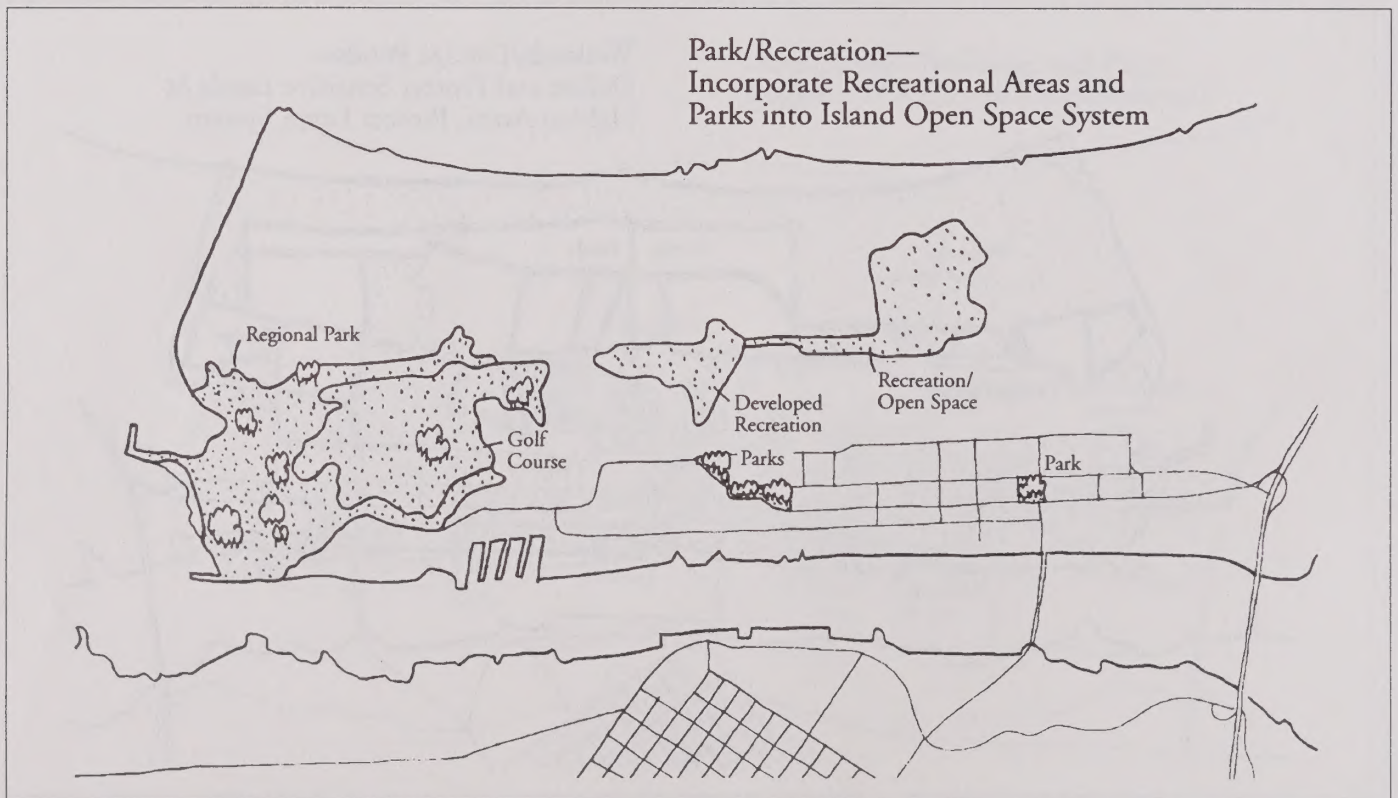
The Mare Island community will be characterized by the remarkable extent and quality of its open space and recreation amenities, and by its natural resource areas. The plan will preserve and expand open space already existing and provide access and interpretation to a regional and local populace. The island's location in San Pablo Bay provides spectacular vistas of the Bay Area.

Elements

- Throughout the western extent of the island, a large natural habitat area will be created encompassing existing wetlands and the dredge ponds as the latter reach the end of their useful life. These areas will provide important natural habitat for a variety of species and will allow interpretive opportunities. Bicycle and pedestrian trails will be threaded throughout the area, utilizing the levee system where feasible, to provide access through these areas and to the edge of the Bay.

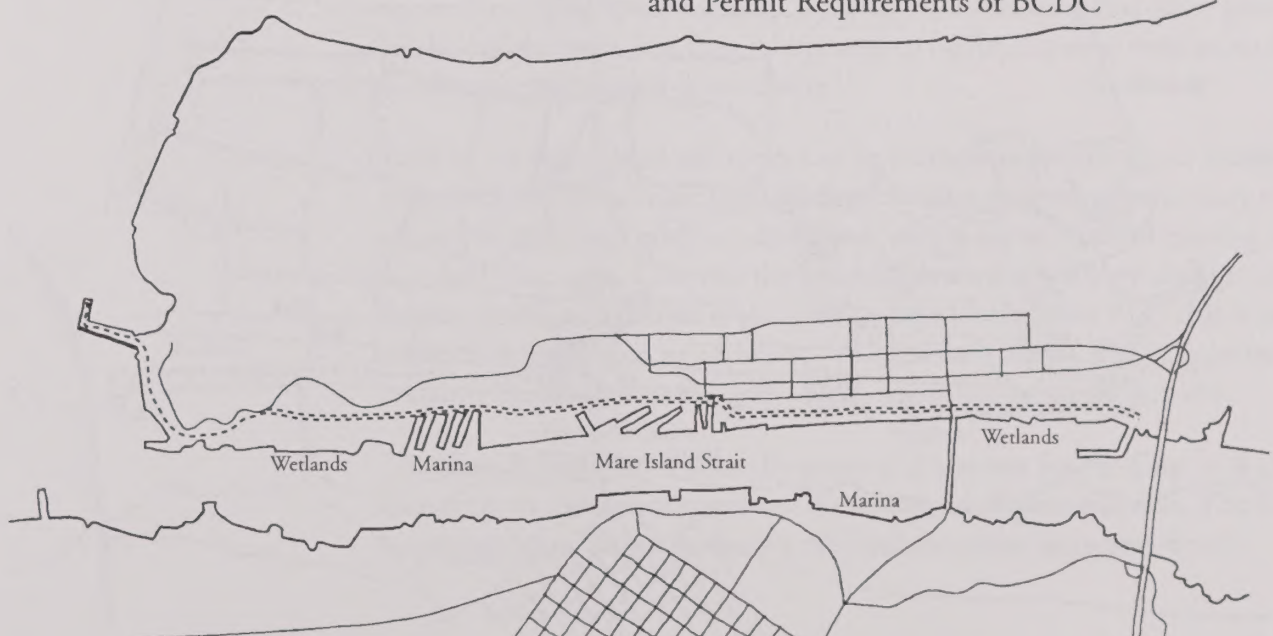


- Park and recreation uses will be found throughout the island and will include a full array of active and passive opportunities. A major regional park will be provided at the southern end of the island; with commanding views of San Pablo Bay and beyond, this park will be a major regional asset. Community parks will be provided in various locations as will active recreation fields and sports facilities. The existing golf course will be expanded to 18 holes. The Historic Center will include important historic buildings and landscape and will be a visitor destination as well as a community resource for civic events.

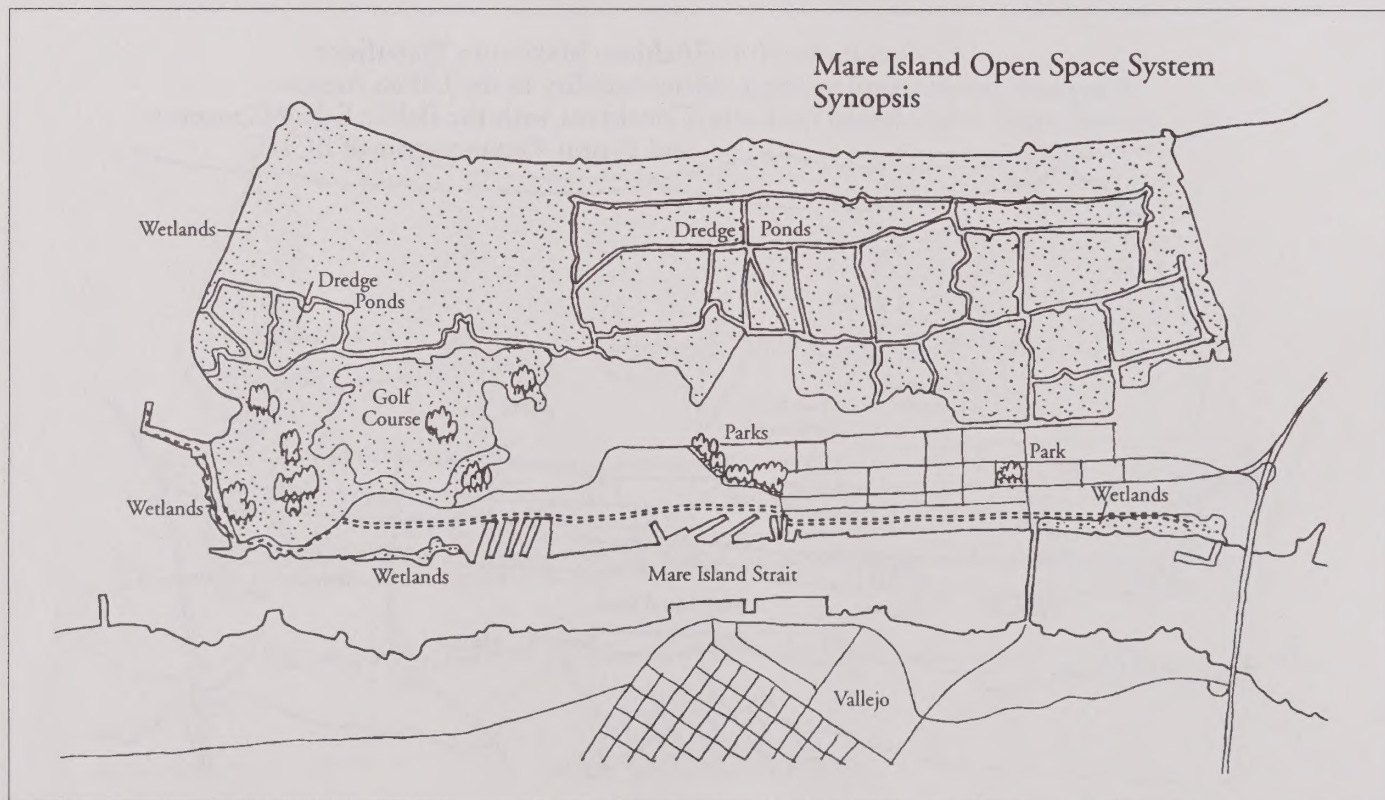


- Open space of a more urban character will be created along Mare Island Strait. This urban waterfront will include a range of active uses such as marinas and boat berthing, possible ship repair, and the Vallejo-Mare Island ferry. In other areas, industrial and office development will provide public waterfront access and opportunities for waterfront dining and activities. The narrow Strait provides a special opportunity to view an active waterway and to link this new Vallejo community with the downtown core of the city. A Waterfront Promenade is proposed to run along the western edge of Mare Island. Public access through industrial water front areas will be determined pursuant to permit requirements of the San Francisco Bay Conservation and Development Commission (BCDC).

Achieve Maximum Waterfront
Accessibility in the Urban Areas—
Consistent with the Public Safety Concerns
and Permit Requirements of BCDC



- In summary, Mare Island will provide a unique open space amenity for the City of Vallejo and the region. The extent of open space and recreation area available on the island is remarkable, and will provide a special character to the community. The combination of natural, protected areas; active recreation opportunities: historic parks; and urban waterfront is unmatched in the Bay Area and is an asset that will establish the island as a memorable place to live and work.



5.3 LAND USE PLAN

Introduction

The Final Reuse Plan identifies thirteen distinctive land use zones on Mare Island, plus the broad wetland and dredge pond areas located on the west side of the Island. Two additional areas—the Main Entrance and Roosevelt Terrace—are separated from the island and will require their own special analysis and management for future reuse. This section describes the land use zones and discusses important physical characteristics, themes, and recommendations for reuse. The Final Reuse Plan is shown on Figure 5-1; land use quantities within the Plan areas are shown on Table 5-1.

The land use zones are defined as a vehicle for the City to institute a rationale for understanding the complex nature of Mare Island, and a “way of thinking” about its management and disposition. Additionally, the marketing of sub-areas can be achieved if the site is conceived in distinct land use and management zones. The boundaries of the zones may evolve over time; however, the identification and naming of them responds to a rational order where site character and land use changes occur across the Island.

Identifying where to draw the zone boundaries is clear in areas such as the Coral Sea Village (Reuse Area #8) and the rifle range, depicted as Developed Recreation (Reuse Area #7). The character of the buildings, and landscape within those zones is distinct, and topographical changes set them apart from neighboring land use areas. Conversely, attempting to make a clear distinction between the Neighborhood Center (Reuse Area #2) and Farragut Village (Reuse Area #6) is more difficult because residential and commercial uses may be located on the adjoining edges of both areas, and there is no topographical change or other space-defining boundary present. In this latter regard, the Plan is expected to be flexible over time as market conditions and reuse realities evolve.

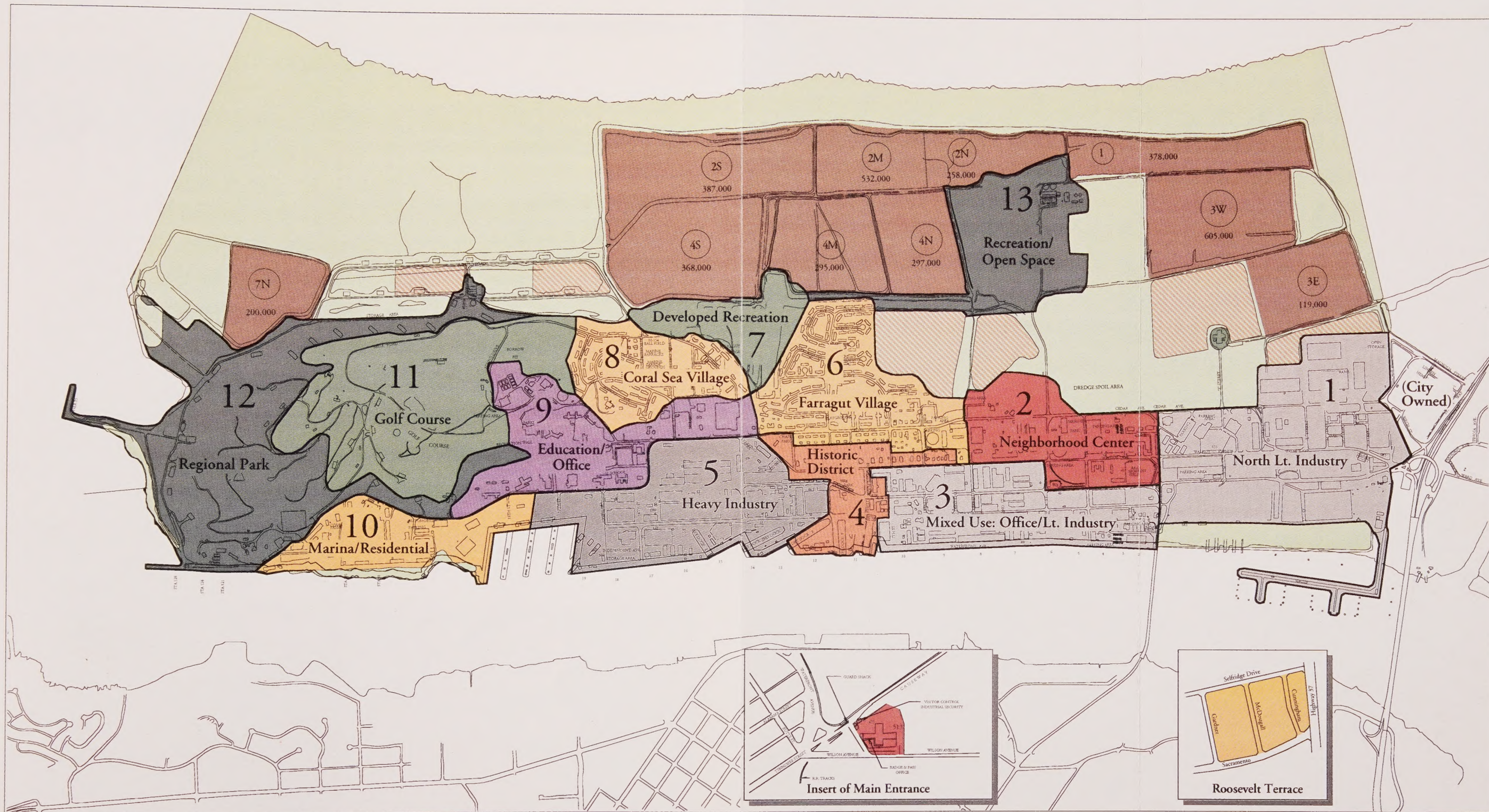
Each of the broad land use zones can be further sub-divided into smaller zones and parcels as more information becomes available, particularly with respect to building condition and the potential for removal of existing sub-standard structures. Likewise the boundaries themselves may change with further study; an example is the Golf Course (Reuse Area #11) that is proposed to be expanded to 18 holes; this boundary of this area will almost certainly be changed as the golf course expansion is further defined.

The Final Reuse Plan will be the point of departure for the City to begin focussing on the details necessary for successful implementation. The following text and diagrams discuss the land use zones in greater detail.

Table 5.1
Estimated Land Use Account*

Land Account		Total Area	Light Industry	Warehouse	Heavy Industry	Office	Education/Office	Retail	Residential	Live/Work	Dormitory	Civic/Recreation	Marina	Developed Recreation	Wetlands	Active Dredge Ponds	Inactive Dredge Ponds
Planning Area		Ac	Sq. ft.	Sq. ft.	Sq. ft.	Sq. ft.	Sq. ft.	Sq. ft.	du	du	Beds	Sq. ft.	Slips	Ac	Ac	Ac	Ac
1	North Light Industry	192	566,000	1,285,100		56,600		42,100	80			16,200					
2	Neighborhood Center	85				234,300		40,000	40	43	45	131,200		25			
3	Mixed Use: Office/Lt. Industry	111	690,000			432,000								9			
4	Historic District	47						5,000	25		257	30,100		7			
5	Heavy Industry	119	419,500		934,300												
6	Farragut Village	107						40,000	222								
7	Developed Recreation	48												48			
8	Coral Sea Village	70						27,100	230	40				4			
9	Education/Office	101	387,700			113,000	477,500	1,500	50		500			8			
10	Marina / Residential	94						45,000	800				100				
11	Golf Course	172										3,000		172			
12	Regional Park	228							6			1,250		163			
13	Open Space/Recreation	92												92			
Other Planning Areas	Wetlands	685													685		
	Dredge Ponds	789														464	325
	Roosevelt Terrace	29							300								
	Main Gate	18				26,200											
Totals		2,987	2,063,200	1,285,100	934,300	862,100	477,500	200,700	1,753	83	802	181,750	100	528	685	464	325

* Table presents land use quantities at Plan buildout, including existing facilities and new development.



- | | | | |
|--------------|----------------|-----------------------|-----------------------|
| 1 Reuse Area | Historic | Heavy Industry | Developed Recreation |
| Residential | Institutional | Active Dredge Ponds | Recreation/Open Space |
| Commercial | Light Industry | Inactive Dredge Ponds | Wetlands/Open Space |

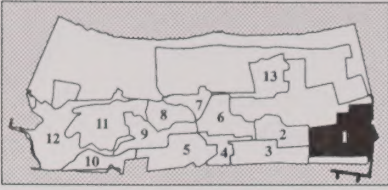


EDAW, Inc.

Mare Island Final Reuse Plan

Figure 5-1

Final Reuse Plan



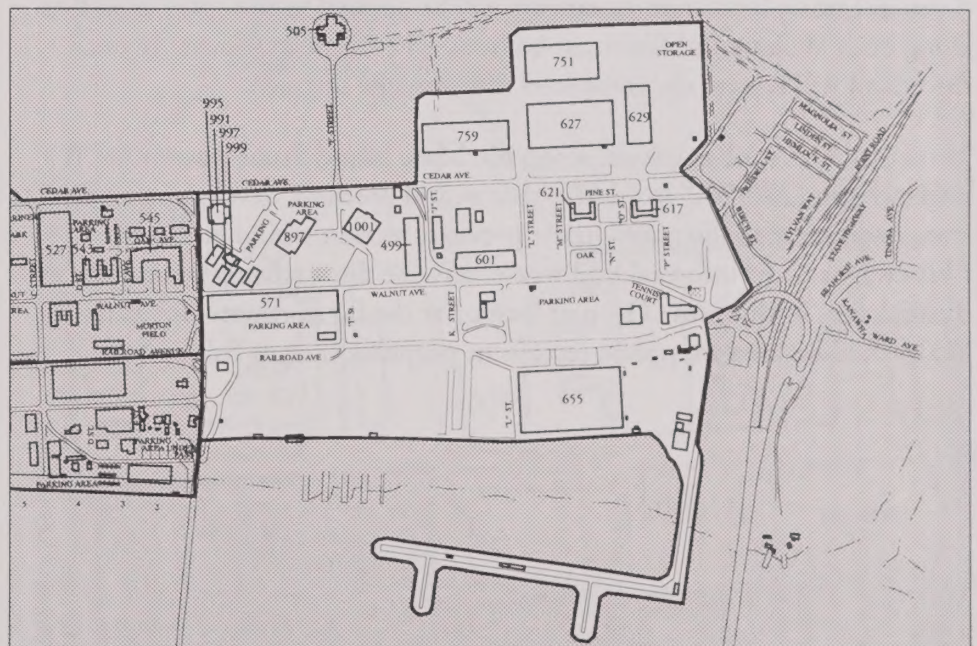
1. North Light Industry

Located in the northern-most part of the Island, this zone lies between Highway 37 and Gate #2 to the north and G Street to the south. Wetlands border the area to the east and west and an active dredge pond lies westerly of Building 751.

The area is characterized by concentrations of buildings surrounded by vast areas of open space either paved, covered with ornamental grasses, or disturbed open field grasslands. This part of the Island is visually and spatially distinct because of the greater amounts of open space overall and between buildings. In contrast to the historic and industrial core of the Island, the northern industrial area more closely mirrors typical suburban industrial parks found in other Bay Area cities.

The predominant use is warehouse activity with lesser amounts of light industrial, retail, office, residential, and recreation uses. Buildings 751, 627, 759, and 655 are examples of the large warehouse structures available in this area. These buildings are located on the western periphery of the zone bordering the wetland sites.

A concentration of smaller buildings is located between Cedar and Walnut Avenues, north of G Street. Several retail buildings occur between G and J Streets. The Commissary (Building 1001), houses the base grocery store and the Navy Exchange (Building 897) contains several retail outlets including a barber shop, clothing store, and fast food restaurant. The Commissary could be reused for light industrial purposes, and the retail shops



converted to office/R&D spaces. Adjoining the retail outlets is a clustering of dormitory buildings (e.g., 997, 995).

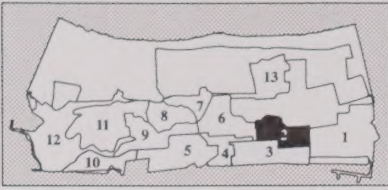
East of Walnut Avenue, a long linear strip of land separates Walnut and Railroad Avenues as the two streets diverge heading south from the north gate. Located approximately 400 feet apart, these streets define an area which is primarily open grassland between Building 755 at the gate and Building 571, a low warehouse building at G Street. Considerable development potential exists in this strip of land.

The opportunity for reuse of this overall zone for light industrial/warehouse purposes as an Industrial Park is excellent due to its location between the only two existing access points to the Island. Large amounts of land are available for development, particularly east of Railroad Avenue, and in the 400 foot strip mentioned above. Additional lands suitable for development parcels are west of Walnut Avenue in the vicinity of Buildings 617 and 621, removing the existing ballfields. The ballfield uses can be relocated adjacent to Morton Field or in other areas on the Island designated for recreation.

The majority of buildings are considered suitable for reuse, and would not require extensive infrastructure improvements. Buildings that would be considered viable for reuse in the early phases of the build-out include 897, 991, 1001, 499, 751, 629, 503, 505, 759, 627, and 571.

Circulation concepts for the Island suggest utilizing the one way couplet between the Highway 37 entrance and G Street. Access to the Industrial Park will be from Highway 37 via the off ramps provided southbound onto Walnut Avenue. Access to Highway 37 will be via northbound on Railroad Avenue. Strong landscape statements will be applied to the entry as well as along both Walnut and Railroad Avenues. The Causeway entrance onto the Island will receive the same level of landscape upgrade.

Immediately east of this zone, along the Mare Island Strait waterfront, is a wetland area (200-300' in width), that would preclude development. The waterfront promenade noted in the previous section would end at the Causeway, and an informal trail would traverse the wetlands behind the industrial sites in this area. The pier located at the far northern end of the Island would be used for public recreation purposes such as fishing.



2. *Neighborhood Center*

Located south of the North Light Industry area, is an area that bridges the central housing complex (Farragut Village), and the central recreation fields and retail activities along G Street. The Neighborhood Center is bounded by G Street to the north, the PWC area (Public Works Center) to the south, Walnut and Railroad Avenues to the east and wetlands to the west.

This part of the Island is planned to be the civic and community core centered on the Rodman theater and other functions such as gymnasium, community social services, police facilities, child care center, and Mariner Park. In addition, Morton Field—a significant nightlighted ballfield complex—anchors the area as approached westbound from the Causeway.

The visual character of this zone is defined by (1) the existing civic core building area and (2) the PWC maintenance complex that contains many older wood siding buildings. While the emphasis in the civic core will be on reuse of existing facilities, the long-term strategy for the PWC complex is complete building removal. In the interim period of reuse, Building 637 which houses the train locomotive and repair shop will remain. The two areas of open space within this zone are the lands occupied by Morton Field and the adjacent parking areas north of A Street, and lands immediately west of Cedar Avenue.

The concept for reuse within the Neighborhood Center is the creation of a mixed-use center that provides Island-wide community and social services and additional residences. Linkages among workplace, home, shopping, and community services is achievable within this zone in a pedestrian ori-

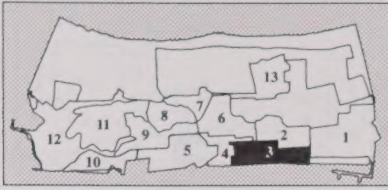


ented environment. Retail services that currently are provided in the Commissary and Base Exchange can be replaced in this area over time by new services closer to the residential population.

Removal of aging facilities in the PWC maintenance area will create an opportunity for redevelopment consistent with the surrounding public facilities. The area is approximately 18 acres and is envisioned to be a mixture of residential, commercial, and retail activities. The extension of housing close to the civic and retail core of the Island will reinforce a desirable neighborhood relationship. Adequate pedestrian and bicycle linkages can be provided in this zone, with the possibility of a civic “green” giving focus to the public and residential nature of the proposed reuse.

Expansion of recreation opportunities in the vicinity of Morton Field is proposed, including ballfields and soccer fields. The Greater Vallejo Recreation District has identified a shortage of developed recreation sites within the City, and there could be a shortfall of such facilities on Mare Island for the existing residential population. The existing parking area located north of A Street is planned to be converted to developed recreation fields, extending the “green corridor” established in Area 1 between Walnut and Railroad Avenues.

Buildings that are considered viable for reuse in the early phases of the project include Building 543, the Rodman Center (Building 545), Field House (Building 523), and Building 527, a warehouse that could be converted to office or other uses.



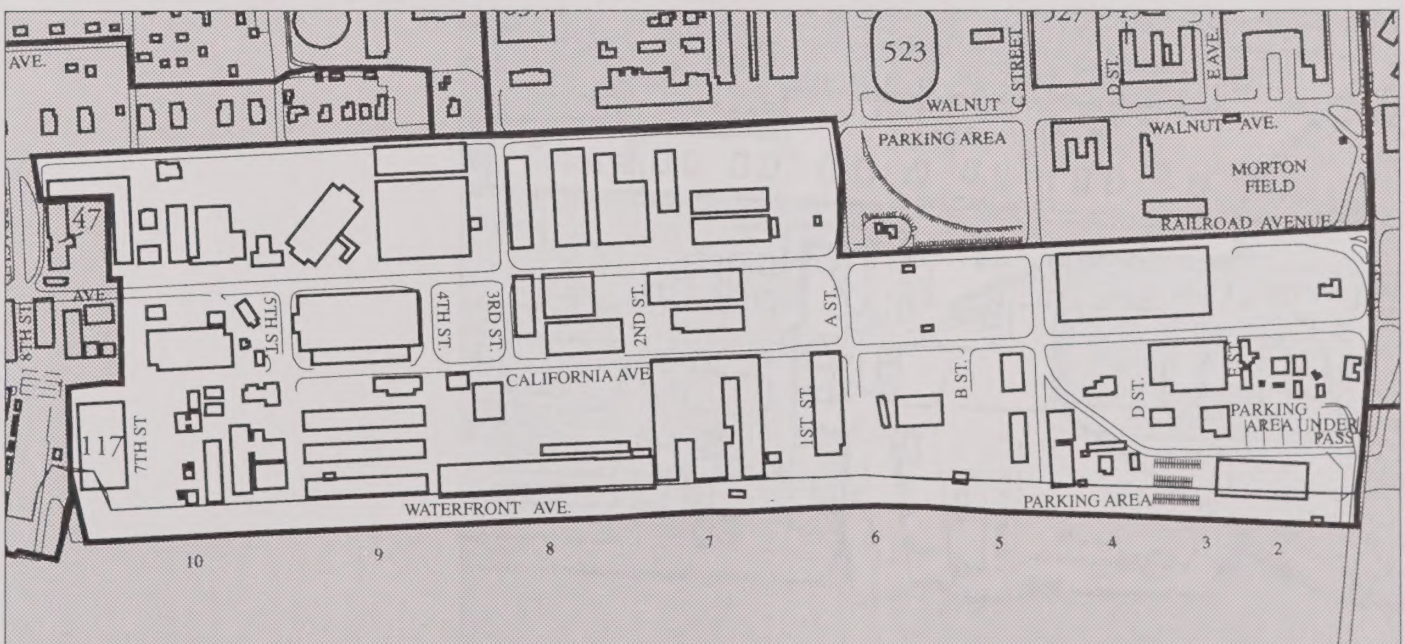
3. *Mixed Use: Office/Light Industry*

Located east of the Neighborhood Center, this zone spans approximately 3900 feet between the Historic District and the Causeway. Bounded by the Causeway to the north, Building 117 to the south, the Mare Island Strait to the east and Railroad and Walnut Avenues to the west, the reuse of this portion of the Island will be the most challenging. Following a detailed structural analysis of the buildings of Mare Island, removal of many sub-standard structures may be necessary.

The character of this zone is defined by clusters of industrial and office buildings and large open expanses of paved surfaces used for parking, lay-down storage and miscellaneous uses. Included within the zone are several historic buildings and the medical dispensary.

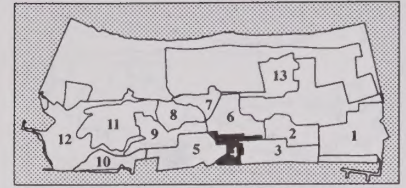
The opportunity to focus building and site orientation on the waterfront exists in this zone. Through extension of the grid street network to the water edge, parcels can be created that allow for access in the east-west direction, with frontage created along the waterfront. Possible reuse of the existing structures include development of a small business incubation complex, and creation of loft spaces by subdividing both the historic and non-historic structures.

A waterfront promenade is proposed to extend the entire length of Zone 3, and landscape treatments that enhance pedestrian linkages from the promenade to the neighborhood center and historic district would be developed.



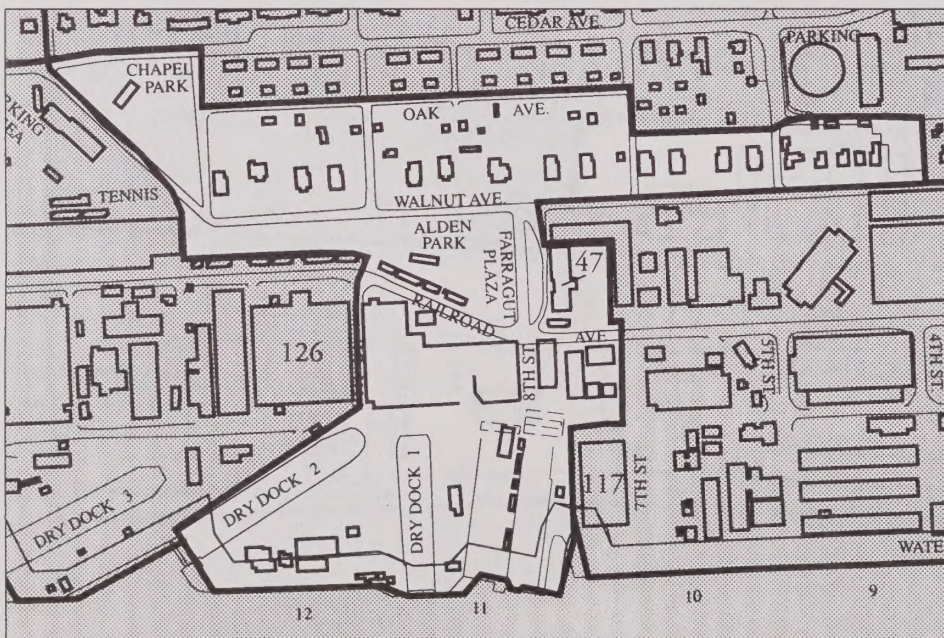
4. Historic District

The central core of Mare Island is the Historic District which includes National Historic Landmarks such as Alden Park, St. Peter's Chapel and the Classic Revival houses along Captains Row. Located centrally on the island and fronting the waterfront, the boundaries on the north and south are adjoined by large industrial buildings (#117 and #126 respectively); the western boundary is Oak Avenue.



The Historic District is well defined by virtue of having been the ceremonial heart of Mare Island since the mid 1850's. Building 47 has been the administrative core and headquarters center since the beginning of the Mare Island mission. Development of the historic residences and arboretum within Alden Park have given this area an ambience and character unequalled in many Bay Area neighborhoods. Adding to the historical heritage is dry dock #1, the oldest drydock on the west coast and a significant component of the Mare Island story.

The opportunities for reuse in this area are exciting, both from a working waterfront perspective and as a visitor attraction. An overlay of a historic seaport district allows for maintaining of historic vessels, training in ship restoration, and preserving the history of Naval shipbuilding on the west coast. The Historic District could be either a National or State Park, and allow for private companies to operate in historical buildings subject to preservation regulations. The 21 historic residences could be sold as private residences or offices, operated by small non-profit organizations or used as guest lodging to complement the historic park. Showcasing the arboretum



and gardens in Alden Park, and tours of/events in St. Peter's Chapel would further enhance the visitor attraction possibilities.

Vehicular circulation and parking will be limited within the Historic District due to the potential numbers of visitors and workers coming together in a small confined zone with few parking spaces. The establishment of remote parking areas and shuttles into the District will be explored. The City will study the possibility of creating Mare Island designated parking on the downtown waterfront edge, and providing alternatives to the personal vehicles for accessing the Historic District. In this regard, the Plan proposes establishment of ferry service from the Vallejo Ferry Terminal across the river. The ferry landing location would ideally occur north of the buildingways. Ferry shuttles will need to operate on a regular schedule.

Pedestrian and bicycle linkages through the Historic District connecting to surrounding residential and open space areas will be developed. Trails connecting the ferry terminus with on-island routes will provide for an exciting alternative means of travel. In addition, a long-term possibility exists to provide a commuter rail system on-island along the Railroad Avenue corridor. The timing and accessibility of the service would be linked to the ferry service and connected to the waterfront by adequate trails and signage. Obviously the financial viability of both rail and ferry service require further study; however, the long-term success of Mare Island may depend on use of as many modes of alternative transportation as possible.

Overall, the implementation of the Historic District will require careful planning to ensure compatibility with adjacent industrial uses in Zones 3 and 5. The District and the waterfront promenade will need to be designed to ensure adequate safety protection for visitors as well as waterfront area workers.

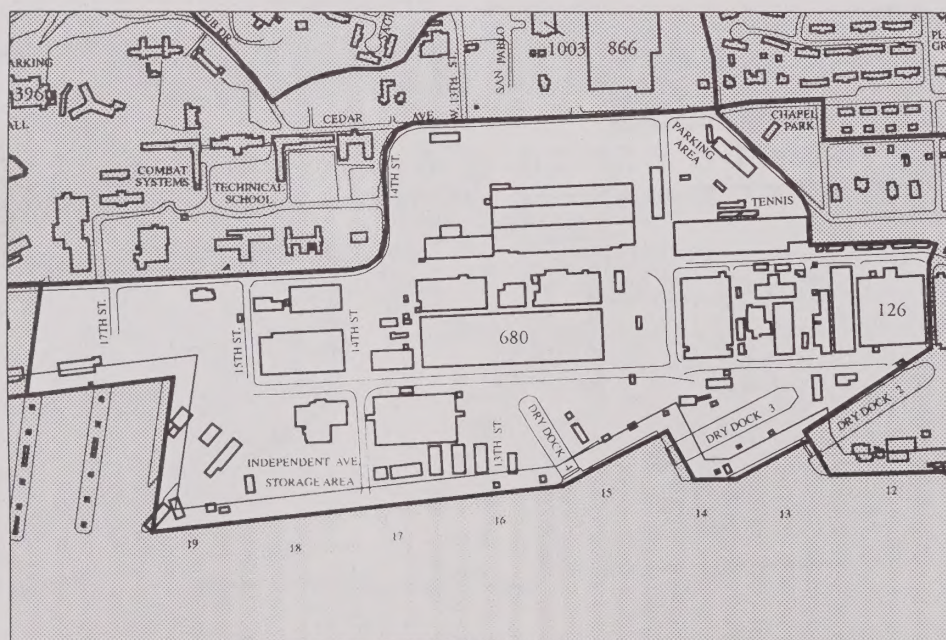
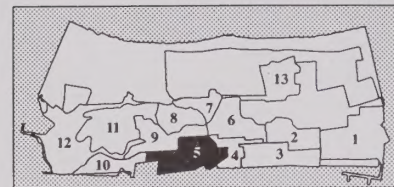
5. Heavy Industry

Throughout the last century, Mare Island has developed capabilities in ship building, maintenance, and repair. The industrial infrastructure required to perform those capabilities is immense, as evidenced by the numerous equipment shops, overhead cranes, and industrial machinery found on the site. The zone south of the Historic District from ninth Street south to Fifteenth Street, and from the waterfront west to Cedar Avenue encompasses large machine shops and industrial equipment of all types.

The character of the area is defined by some of the largest buildings on the island, two working dry docks, and several overhead cranes. Rail freight service is available—lines currently traverse both Railroad and California Avenues. Several historic structures are within this zone, including the machine shop (Building 680), a facility of over 250,000 square feet. Most of the historic buildings are large brick facade shops, and resemble the headquarters building (Building 47).

The opportunities to reuse the existing shops, either with their highly specialized equipment or as “shells” is dependent upon the market response and acceptance of Mare Island as a suitable place to do business. The likelihood of using the area for the manufacturing of large goods such as ships or rail cars is not considered strong, however, the manufacturing of smaller items such as scientific instruments, metal processing/fabrication, and chemical/biotechnology testing is possible.

This part of the Island contains an elaborate infrastructure system that was necessary to provide services for shipbuilding. Streets and areas between



buildings are criss-crossed by utility lines, including steam, compressed air, potable water, pure water, salt water, sewer, storm water, industrial waste water, gas, electric, telephone, telecommunications and others. Mare Island may have a decided advantage over newer industrial parks that do not offer their tenants access to such highly specialized utilities. In addition, the heavy rail lines serving the area will be maintained until it is proven that there is no longer the need for rail shipments. The ability to parcelize the area will be partly based on the need to avoid major disruption or redevelopment of essential systems.

Circulation through the zone is currently restricted by the fencing that controls access to the Controlled Industrial Area (CIA). Railroad Avenue does not extend northbound from 14th Street, but is diverted westward. Removing the sensitive nature of the operations performed by the Navy, will allow reestablishment of through traffic on Railroad Avenue. Service to the majority of users that might occupy space in this zone will occur from California Avenue. Parking for the tenant operations may be at the individual sites, depending on the amount of sub-standard building space that is cleared. Similar strategies for encouraging workers to utilize bicycle or shuttles that is employed by the Navy may be warranted if parking/outdoor storage areas are not adequate.

Pedestrian circulation will be along Railroad Avenue and the waterfront promenade. As noted earlier, public access through industrial areas will be determined pursuant to permit requirement of BCDC. Numerous linkages east-west would be created with the extension of the grid east of Railroad Avenue.

Finally, historic buildings and landmarks in this zone will be preserved to the extent feasible.

6. *Farragut Village*

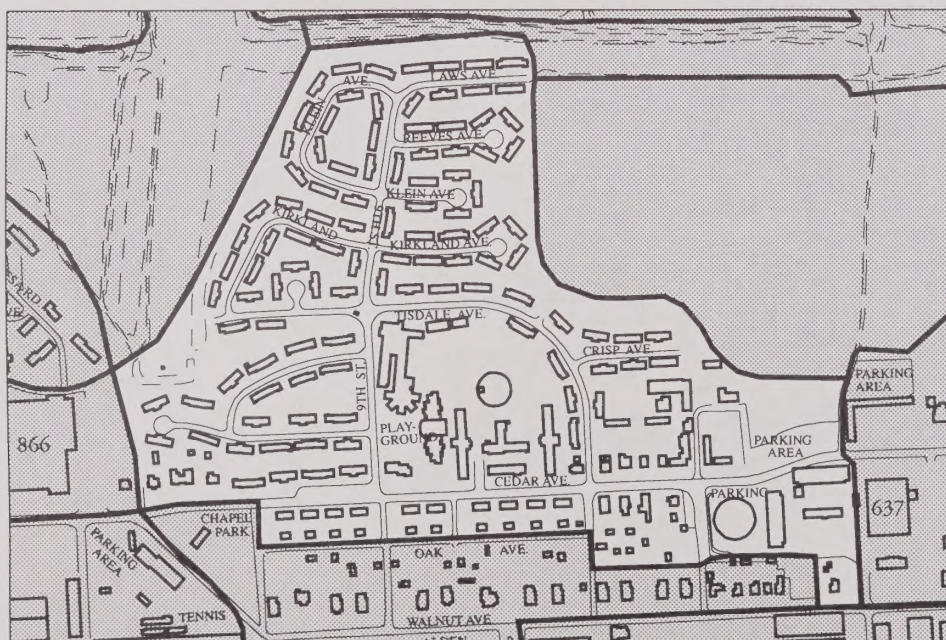
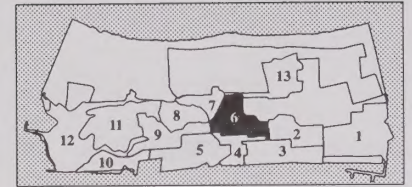
Located to the west of the Historic District is an area dominated by residential uses. Farragut Village lies west of Oak Avenue, south of the PWC complex, north of Building 866, and east of several active dredge ponds. In addition to the predominately duplex style residences are dormitories and an elementary school.

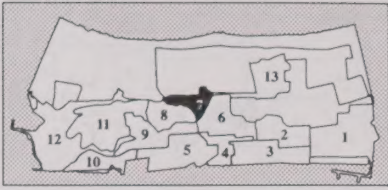
Most of the residences west of Cedar Avenue are one-story 1960's duplexes laid out within typical suburban street patterns of curvilinear form and terminating in cul-de-sacs. This pattern is a departure from the historical grid layout and precludes flexibility for expansion or roadway connections.

Located east of Cedar Avenue are two-story duplexes that have garage and in-law units accessed from Oak Avenue. These units date from the 1930's and have a distinct and handsome architectural style reminiscent of art deco structures of the period.

The Air Force has indicated a need for the family housing duplex units following departure of the Navy for personnel stationed at Travis Air Force Base. The dormitories could be converted to rental housing and leased at market rates. The City/IDC or the Vallejo City Unified School District would assume control of the newly constructed elementary school and adjacent playgrounds.

Opportunities for new residential and retail construction are located between 5th Street and 3rd Street. Removal of buildings that are part of the PWC complex would allow for integration of land uses between Farragut Village and the Neighborhood Center.



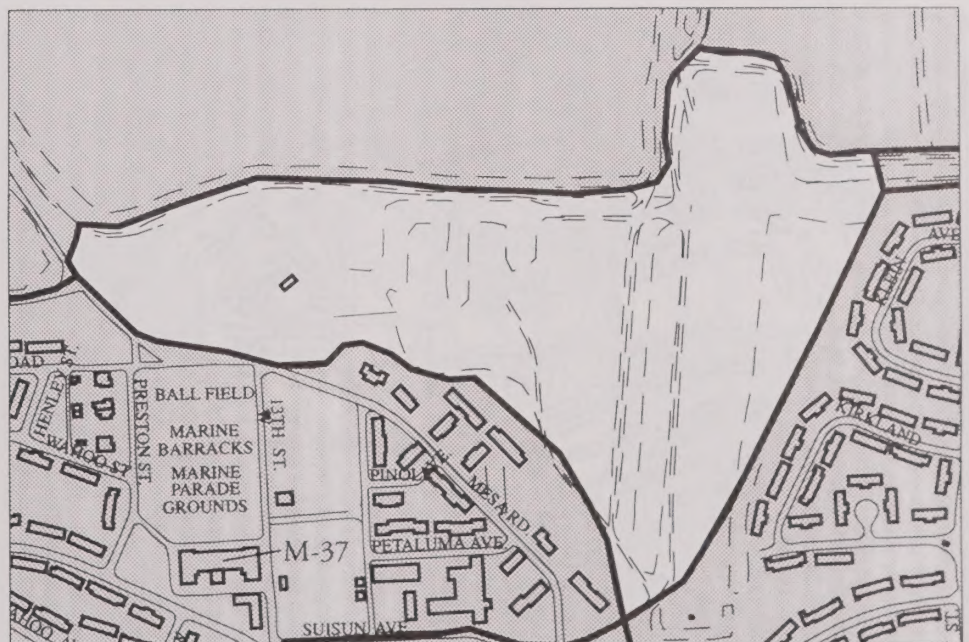


7. *Developed Recreation*

The area currently occupied by the rifle range is designated as developed recreation. The range currently contains facilities for both rifle and pistol shooting, plus a small unheated classroom building, storage sheds and two observation towers.

The range area is located west of Mesa Road adjacent to the Farragut and Coral Sea residential areas. For the first three years after closure, the range is planned to continue in operation. During this three year period, the range operators will develop a plan and financing to move the range to the southwestern part of the Island (e.g., as part of area 12).

Upon relocation of the shooting range, recommended use of this area will be for other developed recreation, such as play fields or other facilities.



8. Coral Sea Village

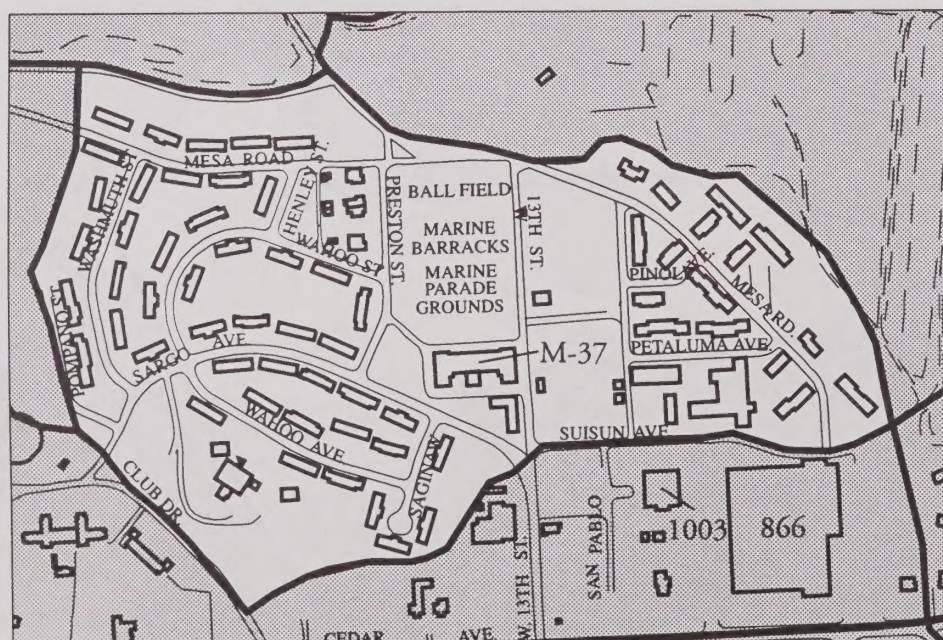
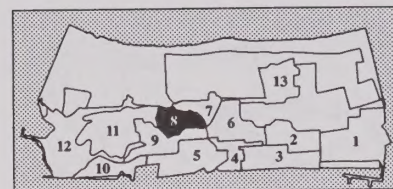
The Coral Sea housing area is located south of the rifle range and is higher in elevation than Farragut Village. The area is bounded by Mesa Drive to the north and west, Club Drive to the south, and Building 866 to the east.

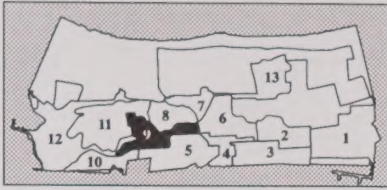
The residential housing type is predominately duplex units similar to those found in Farragut Village. Topographical differences define the character of this zone due to its elevation above the Historic Core, and there are views available to the wetland areas and San Pablo Bay.

The central core of the Village is the Marine Barracks (Building M-37) and parade grounds located between 13th Street and Preston Street. This handsome building and grounds provide a central focus within the housing areas.

Similar to Farragut Village, the Air Force has expressed interest in retaining the single family duplex units. The Marine Barracks and other smaller multi-family housing units could be converted to market rate apartment units or condominiums. The parade ground could be redeveloped for recreation purposes with the possible addition of both active and passive play areas.

Infill of residential uses is possible north of 13th Street between the Marine Barracks and the multi-family housing units. Residential densities should mirror those found in the multi-family units fronting Mesa Drive.





9. Education/Office

Mare Island has been the home of the Navy's Combat Systems Technical School, a campus of both modern and historic structures located south of the Heavy Industry area. The campus is located south of 14th Street, east of Club Drive and west of Railroad Avenue. Additional lands that provide a similar office/classroom function are located west of Cedar Avenue in the vicinity of 11th Street and west of Club Drive overlooking the Golf Course.

The central core of the campus is defined by the structures that line both sides of the main entry between Railroad Avenue and Cedar Avenue. Landscaped courtyards and formal open spaces provide the character which defines this unique area of Mare Island. Parking for the campus buildings tends to be on the periphery, accessed from Club Drive, further reinforcing a pedestrian orientation. Dormitory buildings for students are located south of the gymnasium (Building H-86).

Located up the slope from the campus is the Officers Club (Building 396) and Building 1324, a modern 113,000 square foot office building. Both of these structures are stand alone facilities with their own parking. They are included within the campus zone because of the special nature of their facilities which would lend themselves well to teaching/training and special event functions.

Additional facilities of significance are the Child Care Development Center (Building 1003), and Electrical Shop (Building 866). Although the functions that currently take place in the Electrical Shop have more in common

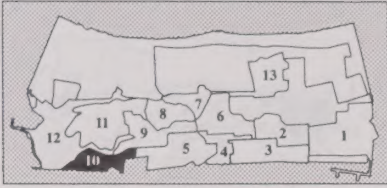


with the Heavy Industry Area, the location of this facility is problematic. Located west of Cedar Avenue, one of the two main north-south arterials on the Island, the facility is surrounded by residential uses. Long-term reuse should be as residential, office and/or research and development functions.

The opportunities for reuse of the Education/Office zone are potentially very exciting. A consortium of education institutions has expressed strong interest in establishing a Mare Island College and University Center on Mare Island. This group, operating as the Mare Island Educational Consortium, and through the Educational Facilities Resource Group, includes the University of California at Davis (which has proposed operating a research station on Mare Island), California Maritime Academy, Sonoma State University, Solano and Napa Community Colleges, Vallejo City Unified School District, and other institutions including the Vallejo Educational Association (VEA), occupational program teachers, and vocational education teachers. Mare Island presents opportunities for evaluation of hazardous material remediation techniques, vocational training, wetlands research and other educational curricula. The consortium has developed a plan to locate a variety of programs on Mare Island which take advantage of the unique features of the facilities and environment. Disposition agreements should be pursued to encourage educational uses on the Island.

Portions of this zone may also be attractive to conference facility operators. The buildings and lands should be marketed for education purposes first since general office functions could locate in other zones of the Island.

The phasing of the education area will be gradual over time, with reuse occurring slowly as education institutions find the capital for improvements and expansion within constrained budgets. It will be important for the City to hold onto the vision of this zone over a long period of time.



10. *Marina Residential*

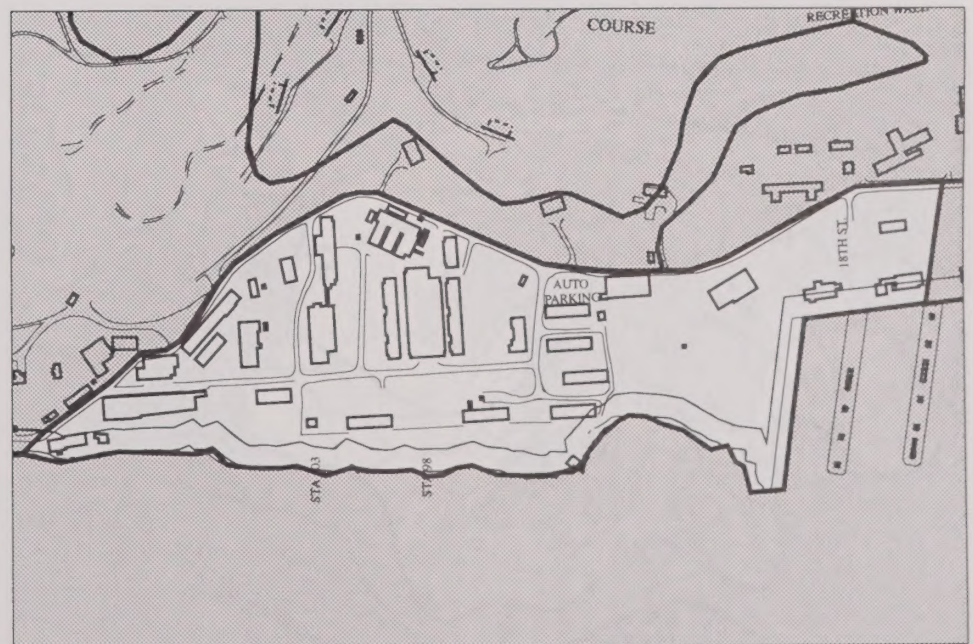
Facing the waterfront south of the Heavy Industry area is a section of Mare Island that is surrounded by hillsides with potential for water orientation and recreation. Views of the Mare Island Strait, downtown Vallejo, and San Pablo Bay are possible in the southern portion of the Island. The zone is bounded by a proposed regional park to the south and golf course to the west.

Three finger piers between 17th and 18th Streets are potentially viable as a new small marina of up to 80 berths. Pending clean-up operations of the area and development of the housing market, this part of the Island could be ideal for new residential construction, particularly multi-family housing at a slightly higher density than typical suburban subdivisions. Housing densities of 8-15 dwelling units to the acre should be marketable. The opportunity exists to "step" the housing into the hillside offering view possibilities for some units.

The character of this zone may be impacted by the potential future southern bridge crossing. Land will be reserved for this crossing pending further studies; however, the exact location would be determined at a future date. Should the crossing occur, access to the units and marina would be excellent; however, trade-offs in terms of visual quality and noise must be addressed as planning proceeds.

The waterfront promenade could be less formal and natural in this zone or more highly developed similar to the Marina Green in San Francisco.

Due to the extent of building demolition and environmental clean-up required in this area, the new housing and marina are considered long-term developments.



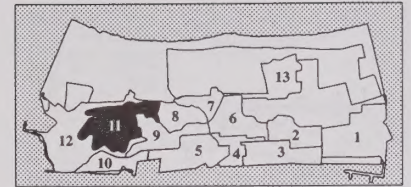
11. Golf Course

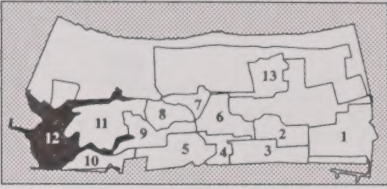
Mare Island has an existing nine-hole golf course and small clubhouse facility accessed from Club Drive, south of the Education/Office area. The course is very popular and levels of use exceed 40,000 rounds per year. Included in the clubhouse is a small kitchen food service and retail sales of clothing and equipment. Expansion of the course to 18 holes would necessitate an enlargement of the clubhouse and parking areas.

The addition of nine holes has been tested and proven feasible. There are only two directions for the expansion, northward from Young Drive to the edge of the Coral Sea Village and possibly into the existing rifle range area, and south into the sloped region that has been historically used for ammunition bunkers. The benefit of providing golf to the range site is the increased value that would be placed on the housing sites of both residential villages.

Parking for the course is now limited to a small lot in front of the clubhouse and up-slope in the lot adjacent to Building 1324. The addition of nine holes and increased access to the course will necessitate evaluating alternative parking solutions.

The market demand for a public golf course on Mare Island is strong, and expansion could occur in an early phase of the Reuse Plan.



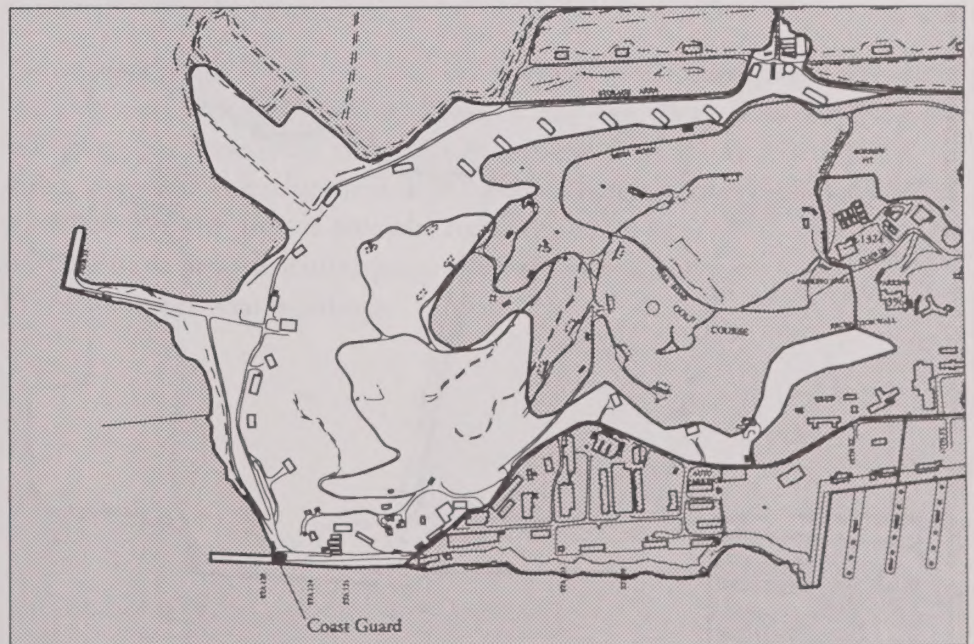


12. *Regional Park*

The southernmost portion of the Island is proposed to be a regional park. The highest point on the site and surrounding hillside areas would be reserved for open space assuring views of the City and San Pablo Bay for generations to come. Access to the shoreline for hiking and cycling and piers for fishing would be reserved. The Coast Guard will maintain its current station at the southeastern corner of the area (i.e., at Pier 34).

The character of this part of the Island is markedly different from the lands adjacent to Highway 37. The open, grassland zone is defined by the original hill that extends several hundred feet above sea level. Slope areas exceed 25% in some locations precluding traditional development. A large portion of the regional park and golf course would occur on lands between 8 and 15%. Exposed to the winds from the Bay, the forces of nature are more present on the southern tip of Mare Island.

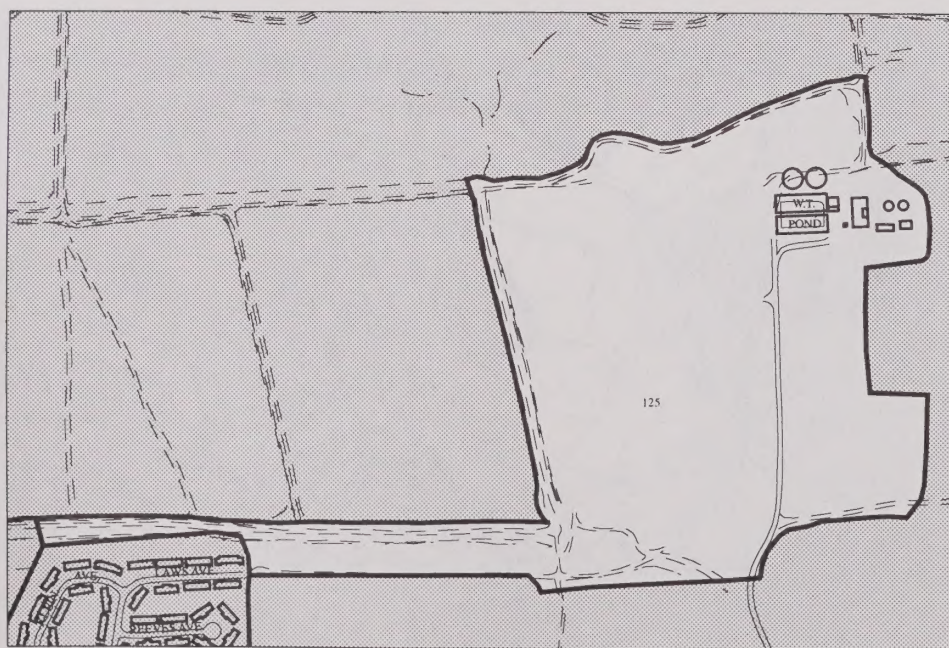
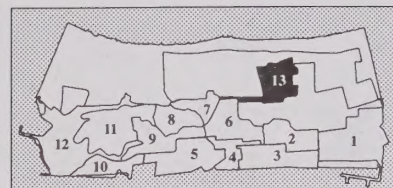
Opportunities for public recreation that is more passive in nature makes this part of the Island unique. Walking, cycling, and equestrian trails would be linked to other areas as appropriate, particularly the wetland/dredge pond system and waterfront promenade. The equestrian facility that is existing in the wetland/dredge pond area could be relocated to the Regional Park. The character of the promenade should be natural looking on this end of the Island, and the surface of the trail should be different from sections in the more heavily used portions of the Island.



13. Recreation/Open Space

Located on a landfill site between active dredge ponds and non-tidal wetlands, this area is west of the Neighborhood Center accessed via a dirt road extension of A Street. Due to its distance from the other more developed portions of the Island, this land is proposed for recreation and/or open space purposes.

Pursuant to environmental clean-up operations, the area would have potential for both passive and active recreation purposes. The final determination of its long-term intended use should be based on an Island-wide Specific Plan study of all recreation resources.



Wetlands and Dredge Ponds

The entire western half of Mare Island is open space lands that are either tidal/non-tidal wetlands, or active and non-active dredge ponds. The majority of the acreage is dredge ponds; and there are 10 active sites, and 6 inactive sites. The levees of the ponds are proposed to be raised by four feet, thus ensuring at least a 25 year supply of available dredged sediment storage space. The inactive ponds may be reactivated again in the future. Overall, the dredge pond system represents an economic resource for the City.

The largest amount of wetlands on Mare Island are tidal, with the greatest concentration being in the southern portion. The City may enter into a memorandum of understanding with the US Fish and Wildlife Service (USFWS) regarding the maintenance and protection of this wetland resource. In addition the USFWS promises to develop an interpretive facility within the wetland/dredge pond area, reusing Building 505, which is accessed via I Street.

Main Entrance and Roosevelt Terrace

Mare Island contains two areas which are not contiguous to the Island proper and will be part of the closure process. The Main Entrance is located on the City side of the Causeway, and currently houses pass and identification, security, and administrative operations in Building 513. Roosevelt Terrace is a higher density housing area located adjacent to Highway 37 east of the north gate across the river.

The reuse of Building 513 and its associated parking would most likely be as retail or professional office space. The site has a definite advantage of being located next to the only direct City connection to the Island.

Roosevelt Terrace is an older 600 unit multi-family housing area located in Vallejo, south of Highway 37 and east of the Napa River. The potential reuse of the buildings is for affordable housing or market rate apartment units. Potential redevelopment of the area to diminish the “high-density” appearance of the units is possible, removing up to one-half of the total unit count to provide landscaping, recreation areas, and additional parking in the space between buildings.

5.4 Recommendations and Implementation Actions

As noted in Chapter 12, the City will follow the Final Reuse Plan with the required effort to integrate this Plan into the City's General Plan. The City will also conduct more detailed planning studies in order to prepare a Specific Plan and apply relevant zoning to the Island as necessary steps toward future private sector development entitlements.

As part of these more detailed land use planning and urban design efforts, additional guidance and strategies will be developed related to such concerns as public access; circulation and parking; open space and natural resources; recreational facilities; land use mix; and development design standards. These more detailed planning and design efforts will occur prior to or immediately after the Navy's full departure from Mare Island; they are expected to include:

1. North Light Industry Area Plan
2. Historic District Plan
3. Recreation, Open Space and Natural Resources Plan
4. Waterfront Plan
5. Neighborhood Center Plan
6. Industrial Areas Plan

6.0 INFRASTRUCTURE

6.1 GENERAL

Operations at Mare Island are supported by a complex utility infrastructure. Many of the existing utility systems will be needed to support the Reuse Plan. The City has reviewed the condition and capacity of existing utility systems on the Island, as well as the capital improvement requirements and expected annual operations and maintenance costs for each system. These investigations have been prioritized based on the following classification of utility systems on the Island.

Essential Systems

These systems are absolutely necessary for Reuse Plan implementation. They have been evaluated by the City in detail to determine system capacity and condition and identify deficiencies related to build-out of the Reuse Plan. A Capital Improvement Program (CIP) has been formulated to correct deficiencies associated with insufficient capacity, failed components, or non-conformance with design standards of the entity likely to assume responsibility for the system from the Navy. An annual Operation and Maintenance (O&M) cost estimate has been developed as well as the annualized cost for a cyclic replacement program. In the latter regard, if cyclic replacement of the utility infrastructure does not occur, the costs for O&M can be expected to increase as the systems continue to age.

Alternate Systems

These systems, many of which are specialized for shipyard operation, have an uncertain reuse potential. Their future use will be dependent on the market demand and the cost of service within the Reuse Plan framework. Information regarding system capacity and condition has been derived from Navy sources.

Overall, analysis of Island utility systems reveals that most systems currently have the capacity to support the Final Reuse Plan at build-out. However, significant CIP and/or O&M costs may be required due to facility conditions. The findings of the utility studies are summarized below. Estimates of CIP and O&M costs for essential systems are shown on Table 6-1.

6.2 ESSENTIAL UTILITY SYSTEMS

Potable Water

The potable water system is in fair condition, and the distribution system can support the land uses envisioned by the Reuse Plan for both consump-

Table 6-1
Essential Utility Systems
Capital Improvement and Operations/Maintenance Costs

System	Total Capital Improvement Costs (Millions of 1994 Dollars)	Annual Operation(1) and Maintenance Costs (Millions of 1994 Dollars)
Potable Water	\$10.24	\$0.96
Sanitary Wastewater	\$4.70	\$0.45
Storm Water	\$19.41	\$0.05
Electrical	\$17.25	\$2.57
Gas	\$1.15	\$0.22
Telephone	N/A	N/A
Totals	\$52.75	\$4.25

Source: Moffatt & Nichol Engineers, May 1994

Note (1): Does not include purchase cost of water, sewer service, electric, gas, etc.

tive use and fire protection. CIP requirements total \$10.24 million for this system. The major projects in the CIP consist of new water tanks to meet the storage requirements of the City of Vallejo's Public Works Department; new fire hydrants to permit abandonment of the existing salt water fire protection system; and new water service meters throughout the island. Water is currently purchased by the Navy from the City of Vallejo. The City will ultimately operate the system as reuse proceeds.

Sanitary Wastewater

The sanitary wastewater system is in poor condition because of documented inflow and infiltration during periods of heavy rainfall, and suspected settlement and corrosion of collection system piping. Information regarding specific problems is minimal because the piping currently receives no regular maintenance or cleaning, other than repair at time of failure. There are known cross-connections between the sanitary sewer and the storm drains serving as emergency overflows that must be corrected. Although the collection system can support the land uses envisioned by the reuse plan, rehabilitation or replacement of nearly 20% of the system is expected to be necessary to correct known or suspected problems. CIP estimates for the system total \$4.7 million.

Treatment of wastewater generated on Mare Island is provided by the Vallejo Sanitation and Flood Control District (VSFCD) under a service agreement with the Navy. VSFCD may ultimately operate and maintain the system as the Reuse Plan is implemented.

Storm Water

The storm water system discharges rainwater and other surface runoff to Mare Island Strait at about 47 locations. Although the system is able to drain the developed areas on the island so that flooding is infrequent, considerable runoff is carried overland in streets and gutters. There are problems due to cross connections between the wastewater and storm water systems; failure of the flapper valves that prevent backflow of tidal water into the system; and undersized pipe not conforming to VSFCD design policies. Substantial rebuilding of the existing system is necessary to correct the known deficiencies; the CIP (\$19.41 million) amounts to 84% of the estimated total system replacement cost. The CIP projects reconfigure the existing system to improve hydraulic efficiency, and reduce the number of outfalls to 8 locations to facilitate compliance with current regulations for control of storm water pollution.

The discharge of storm water is governed by the National Pollutant Discharge Elimination System (NPDES) Program. MINSY operates under a blanket Statewide General Industrial Activities Storm Water Discharge Permit; as the transition is made to the multiple tenancies envisioned by the Reuse Plan, new permits and a revised Storm Water Pollution Prevention Plan will be required to bring the storm water system into full compliance with regulations.

Electric

The existing electric system on the Island is in good condition and can support the land uses envisioned by the Reuse Plan. The system has proven to be very reliable, and only small portions of the system are in need of upgrading to comply with current electrical standards. The major projects in the CIP consist of sealing underground electrical vaults against water intrusion; asbestos abatement related to cable insulation; and new electrical service meters throughout the Island. Total CIP requirements are approximately \$17.25 million.

Federal Power is purchased at a favorable rate under a contract between the Navy and the Western Area Power Administration. This contract is being transferred to the City for a period of 10 years along with the electric system itself. Incoming power is received via PG&E lines, a service for which a fee is paid to PG&E. The City is exploring options for eventual operation of the electrical system, including City operation and transfer to PG&E.

Gas

The gas system is in good condition. Currently, the primary use of natural gas is for space and hot water heating, and some industrial processing. Heating for many industrial and administrative buildings is provided by the steam system; about 45% of the gas consumption goes to the existing Island power plant for steam production. Due to problems with the power plant and steam distribution system, the Navy has planned to phase-out the steam system and provide local site boilers to meet requirements for heating and processing (see Steam System). The gas system evaluation considered this scenario and found that the main distribution piping can support the land uses envisioned by the Reuse Plan. The major CIP project is the installation of new gas service meters throughout the Island. Total CIP requirements are \$1.15 million.

Telephone

The telephone system is in good condition and the existing system can support the land uses envisioned by the Reuse Plan. Pac Bell delivers service to the residential customers and to the AT&T switches that serve the remainder of the Island. The AT&T system is one of the most modern in the Department of Defense and is both unique for military use and relatively costly to maintain. The AT&T switches are being purchased by the Navy under a contract that extends to 1999, with \$13 million yet to be paid. The transfer of the contract must be considered along with the transfer of the telephone system itself. There are no major CIP projects required for the telephone system.

6.3 ALTERNATE SYSTEMS

As noted above, the need for many of the utility systems on Mare Island which the City has classified as Alternate will be determined through marketing and reuse implementation. The City's current position is that most (if not all) of these systems may be required in the long term and should be maintained in operational condition.

Pure Water

This system delivers relatively small quantities of pure water used as make-up water for nuclear submarine propulsion systems. The system is in good condition.

Salt Water

This system delivers salt water pumped from Mare Island Strait and historically used for fire protection and flushing and cooling of industrial equip-

ment. It serves the Controlled Industrial Area (CIA) and the Naval Weapons Station Annex (NAD). The system is in fair to poor condition.

Industrial Wastewater

The industrial wastewater system, prior to de-activation, collected and treated industrial wastewater from approximately 98 sources in the industrialized areas of the Island. The sources were carefully controlled to insure that the concentration of wastes could be adequately removed by the Industrial Wastewater Treatment Plant (IWTP) prior to discharge to the sanitary wastewater system, where it was combined with the sewage pumped to the VSFCD Treatment Plant. The system has been deactivated due to its poor condition and use of out-dated technology. Due to the cost required to upgrade the system to meet current regulations, the Navy has begun to implement a point source control program.

Dredge Lines

This system facilitates dredging of the shipyard berths and consists of a series of slurry pipelines and a total of 510 acres of active dredge material disposal ponds. The system is in good to fair condition.

Drydock Flood and Drain

The system consists of a series of flood and drain tunnels and two pump stations, to serve the drydocks. The system is in good to fair condition.

Steam System

The steam system includes the high pressure (600 PSI) and the medium pressure (165 PSI) systems. Steam for both systems is produced at the Central Power Plant.

The high pressure system can deliver large quantities of steam for testing ship propulsion systems and equipment, operating the power plant standby emergency generator, and feeding the medium pressure system through steam reducing stations. It serves piers 7 through 10 and is in good condition.

The medium pressure system delivers steam for heating and processing in the industrialized areas of the Island. The system is in fair condition.

The steam boilers in the Central Power Plant require upgrade to meet current air quality emission control regulations; the stack requires seismic upgrade. Rather than make the necessary upgrades, the Navy planned to close the central steam plant and furnish steam for heating and processing by means of local site boilers.

Hot Water

The system delivers hot water for space and hot water heating to a limited number of buildings and residences. The system is in poor condition and the Navy is implementing a program to replace the system with individual boiler units.

Compressed Air

The system consists of separate high pressure (4500 PSI) and low pressure (100 PSI) systems. The high pressure air is produced at a compressor station in the Central Power Plant and delivered to a limited waterfront area for testing of submarine pneumatic systems and equipment. The system is in poor condition.

The low pressure air is produced at two compressor stations to meet breathing air standards and is delivered to the industrialized areas of the Island to support various operations. The system is in good condition.

Fuel Oil

The system provided a backup source of fuel for the Central Power Plant and fuel handling for shipyard craft. The system is in poor condition, and except for very limited use at Berth 4, is inoperative.

7.0 TRANSPORTATION

The ability of local and regional transportation facilities and services to accommodate future travel demand will play an integral role in the redevelopment of Mare Island. As such, this section focuses on the transportation concerns related to the reuse of Mare Island as well as the transportation improvements that would be required to serve the island after conversion to civilian uses.

7.1 EXISTING CONDITIONS

The transportation systems serving the Island include the following components:

- Street System;
- Transit System;
- Bicycle and Pedestrian System;
- Aviation System; and
- Freight System.

Brief descriptions of these existing system components are provided below.

Street System

Mare Island is strategically located in the North Bay Area within the Interstate 80 corridor. Access to the Island is achieved through two entrances, the North Gate off State Route 37, and the Main Gate, at the intersection of Tennessee Street, Wilson Avenue, and Mare Island Way.

Internal circulation is provided on four arterial roads, all of which run north-south except for G Street/Mare Island Causeway, which runs east-west. Some of the streets are one-way or have three lanes with reversible middle lanes. The collector street system consists of shorter segments, as do the residential and alley systems.

The physical condition of the existing street system (including parking facilities) and the primary access routes is relatively good with minor exceptions. Street system operations, however, are characterized by poor operating conditions at some key locations.

Transit System

No public transit currently serves Mare Island. Three regional routes and six local routes provide access to the Main Gate area. The Vallejo ferry departs directly opposite Mare Island for San Francisco with five daily round trips. The City is currently purchasing two new ferries which will be in operation by the Fall of 1995 and will double the daily round trip capacity.

Bicycle and Pedestrian System

Bicycles are a unique part of the Mare Island transportation system, with an estimated 3,400 government-owned bicycles in operation during the 1980s. Bicycles historically have facilitated movement in the dense central part of the Island. There are currently 1.6 miles of bike lanes and paths on the Island, about half of which meet Caltrans standards. Three percent of all Mare Island employees commuters used bicycles as of 1993.

There are 8.3 miles of sidewalks on Mare Island, translating into about 24 percent of the street system. The Mare Island Causeway provides a sidewalk into Vallejo. Pedestrian activated signals and cross walks are well developed.

Aviation System

Heliport activity is currently infrequent. There are no specific barriers to civilian use of helicopter facilities in the future, according to the FAA.

Freight System

Goods are shipped to and from Mare Island via trucks and trains. Truck routes to the island follow the primary access routes to both island entrances although most deliveries use the main gate due to security requirements. The Mare Island Naval Shipyard railroad consists of about 22 miles of active and 24 miles of inactive track. The active track is in excellent condition. While the railroad connects to the California Northern railroad in Vallejo and eventually to the Southern Pacific mainline in Suisun, rail access to the Bay Area from Mare Island is very circuitous.

7.2 PLANNING CONCERNS

Transportation facilities may act as constraints to reuse and development by reaching capacity limits, having negative impacts on surrounding land uses, or not providing acceptable levels of convenience for various land use types. The major transportation concerns facing reuse of Mare Island stem from limited access and existing traffic levels on the primary access routes such as State Route 37.

7.3 FUTURE CONDITIONS

The reuse plan contains three phases, which include expected development levels by 1996, 2006 and buildout. Future conditions in 2006 are expected to generate about the same amount of vehicle traffic as the Island did in 1988. By buildout, traffic levels are expected to be about 50 percent higher than 1988 levels. Most of the needed major roadway improvements, such

as widening of the north-south arterials and a southern crossing of Mare Island straight, are required beyond 2006 in the buildout scenario.

7.4 REQUIRED MARE ISLAND TRANSPORTATION IMPROVEMENTS

Much of the existing Mare Island transportation infrastructure can easily be adapted to future civilian uses. The roads and parking areas are generally in good condition, meaning that most improvements are related to either safety or capacity requirements.

For each phase of the reuse plan, capital improvements have been identified to eliminate or reduce existing constraints or to mitigate identified impacts. Most of the improvements are designated for the Mare Island transportation system since improvements to the primary access routes have already been developed by the City of Vallejo or Caltrans.

A southern crossing to link Mare Island with I-80 and I-780 would be required in the buildout scenario (i.e., beyond 2006). Without this crossing, access to and from Mare Island will be severely constrained during peak periods.

A summary of major transportation improvements required by phase is presented below.

1996 (see Figure 7-1)

- Convert the Mare Island Causeway back to two lanes
- Open and improve Railroad Avenue from 8th to 14th Streets, and from the Coast Guard Station to the southern fishing pier; construct a new parking lot for the Regional Park.
- Upgrade existing signalized intersections and add one new signalized intersection
- Implement new island shuttle system
- Construct new multi-modal terminal on the island
- Construct new bikeways and sidewalks
- Provide new railroad crossing protection as needed by industrial and warehouse users

2006 (see Figure 7-2)

- Widen portions of Railroad Avenue and Walnut Avenue
- Convert Mare Island Causeway back to three lanes with a center reversible lane and add traffic control
- Upgrade G Street and Golf Club Drive
- Implement new ferry service to Vallejo
- Construct waterfront multi-use trail system (promenade)
- Develop pedestrian/bicycle corridor on Walnut Street

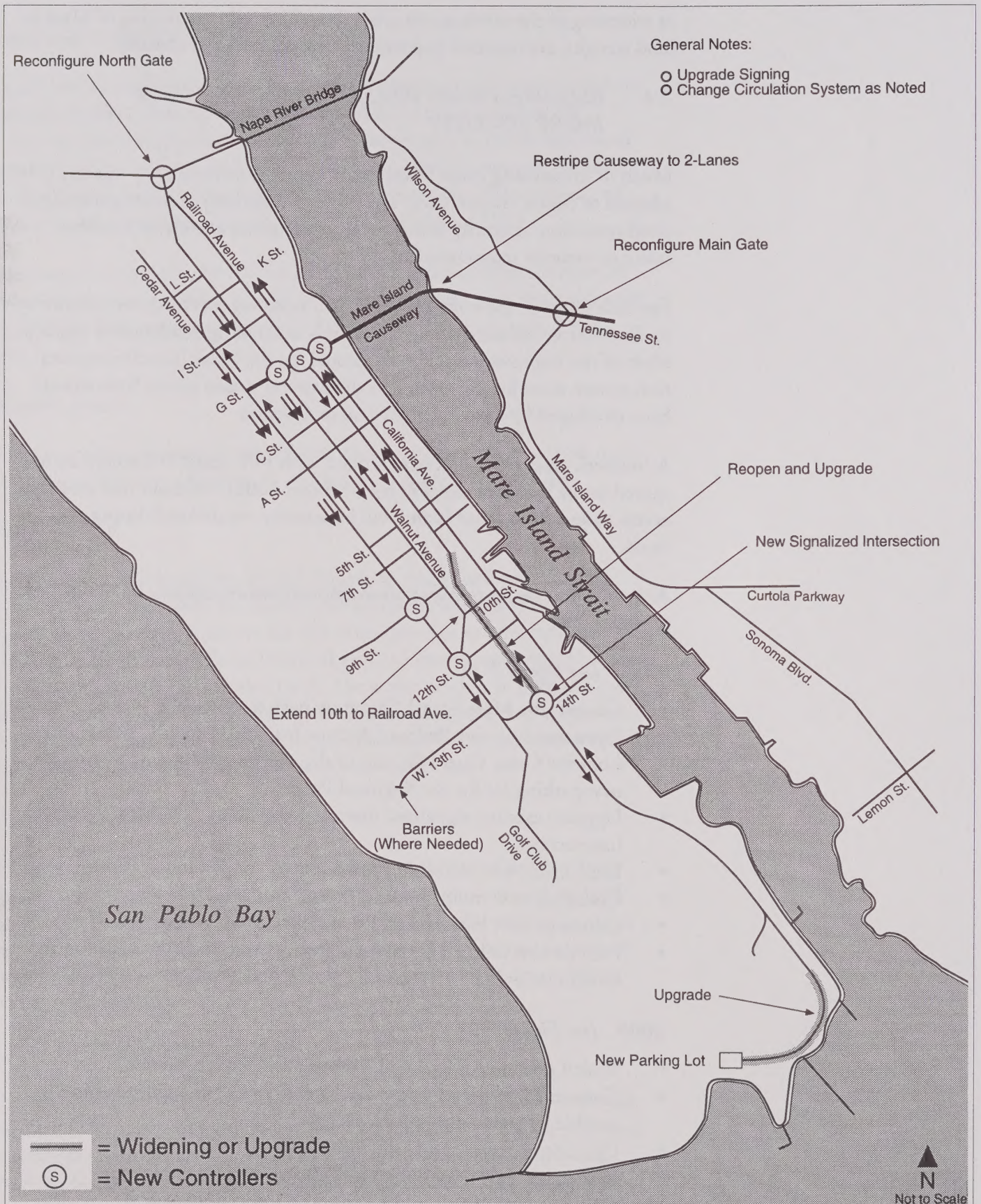


Figure 7-1 1996 Street System Improvements

Fehr & Peers

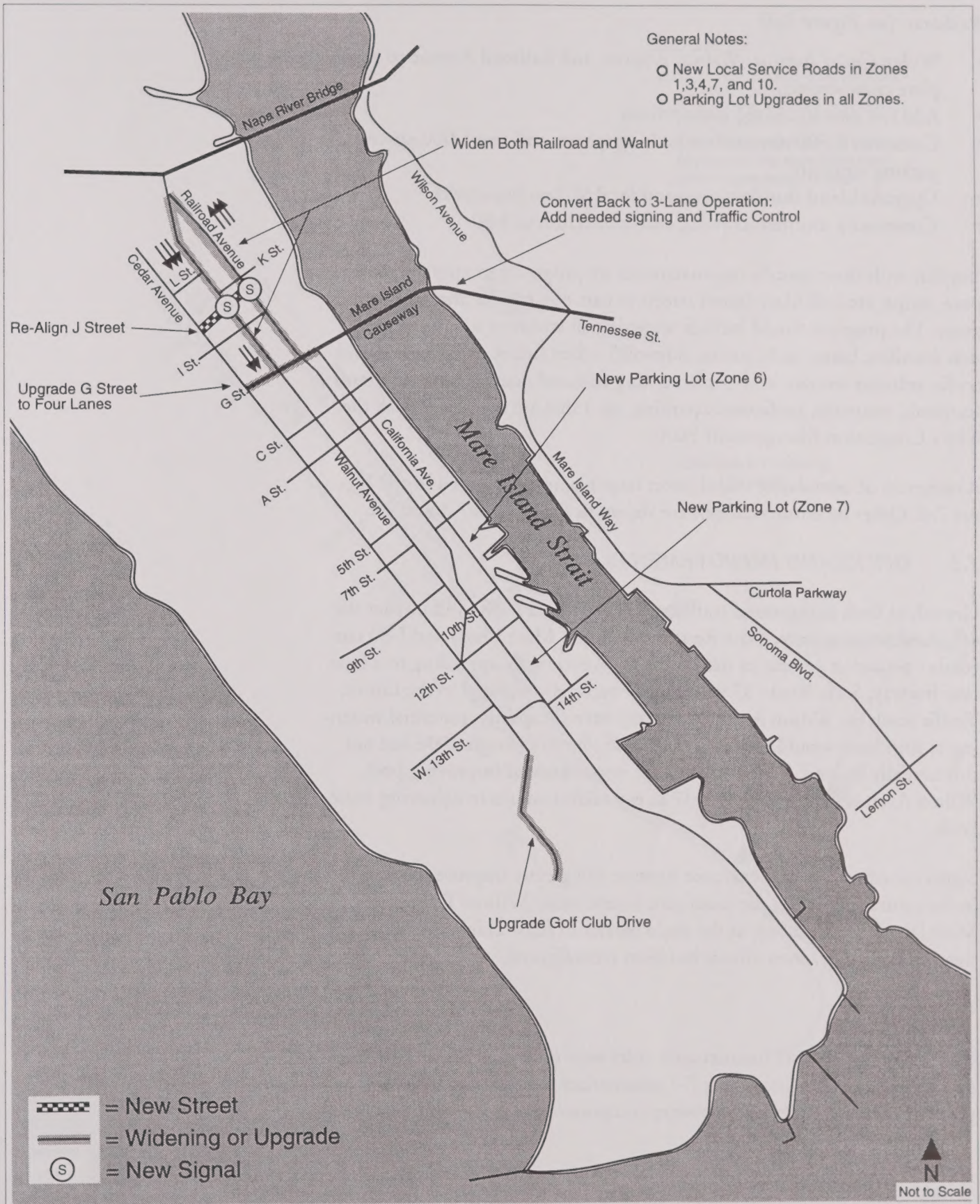


Figure 7-2 2006 Street System Improvements

Fehr & Peers

Buildout (see Figure 7-3)

- Widen Cedar Avenue, Walnut Avenue, and Railroad Avenue to complete cross section
- Add five new signalized intersections
- Construct 2,500 new surface parking spaces, and one 1,000-space parking structure
- Upgrade island shuttle system and local Vallejo bus service
- Construct a southern crossing and connection to I-80

Implicit with these specific improvements are programs to upgrade (repave, stripe, etc.) all Mare Island streets as part of a regular annual program. The program would include widening all streets to a full configuration (median, lanes, curb, gutter, sidewalk) when future development and traffic volumes warrant and implementing demand management programs (carpools, vanpools, preferential parking, etc.) that are consistent with the City's Congestion Management Plan.

A summary of cumulative island street improvements is shown in the Figure 7-4. Other recommendations are shown in the Figures 7-5 and 7-6.

7.5 OFF ISLAND IMPROVEMENTS

Growth in both background traffic and Mare Island traffic will impact the off-island access system. State Route 37 between Mare Island and I-80 currently operates at or near its design capacity; even with upgrading to a four-lane freeway, State Route 37 will quickly become congested in the future. Traffic levels on Wilson Avenue currently exceed capacity; potential widening to four lanes would accommodate traffic levels through 2006 but not substantially beyond. This points to the importance of improving both Wilson Avenue and State Route 37 as essential elements to achieving reuse goals.

Signal coordination on Tennessee Avenue will greatly improve its capacity in the future. However, the main gate intersection (Wilson/Tennessee/Mare Island Way) will act as the main barrier to fully taking advantage of this added capacity even after it has been reconfigured.

Cost Estimates

Conceptual capital and maintenance costs were estimated for specific transportation improvements. Table 7-1 summarizes the total costs for each phase and each transportation system component.

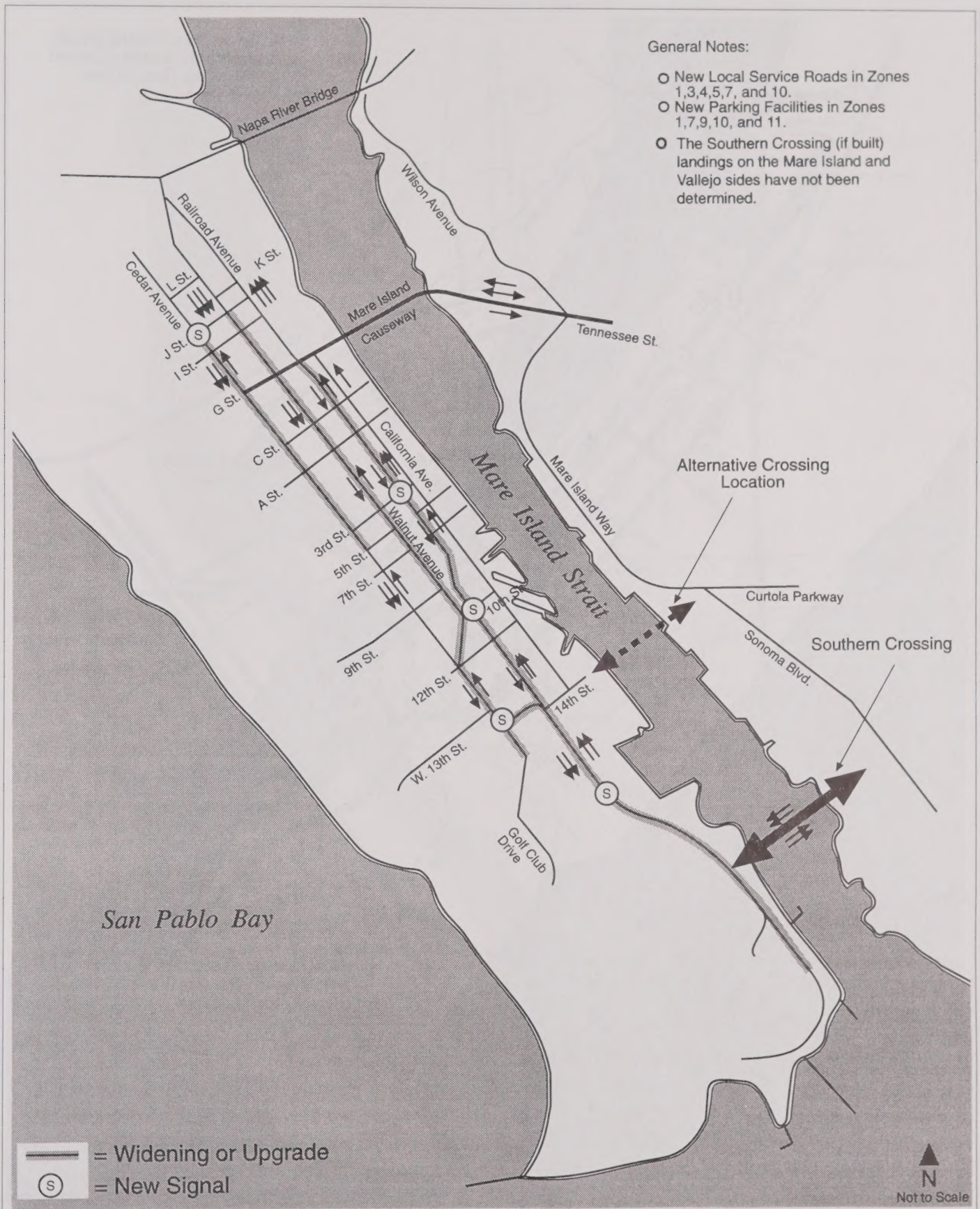


Figure 7-3 Buildout (with Southern Crossing) Street System Improvements

Fehr & Peers

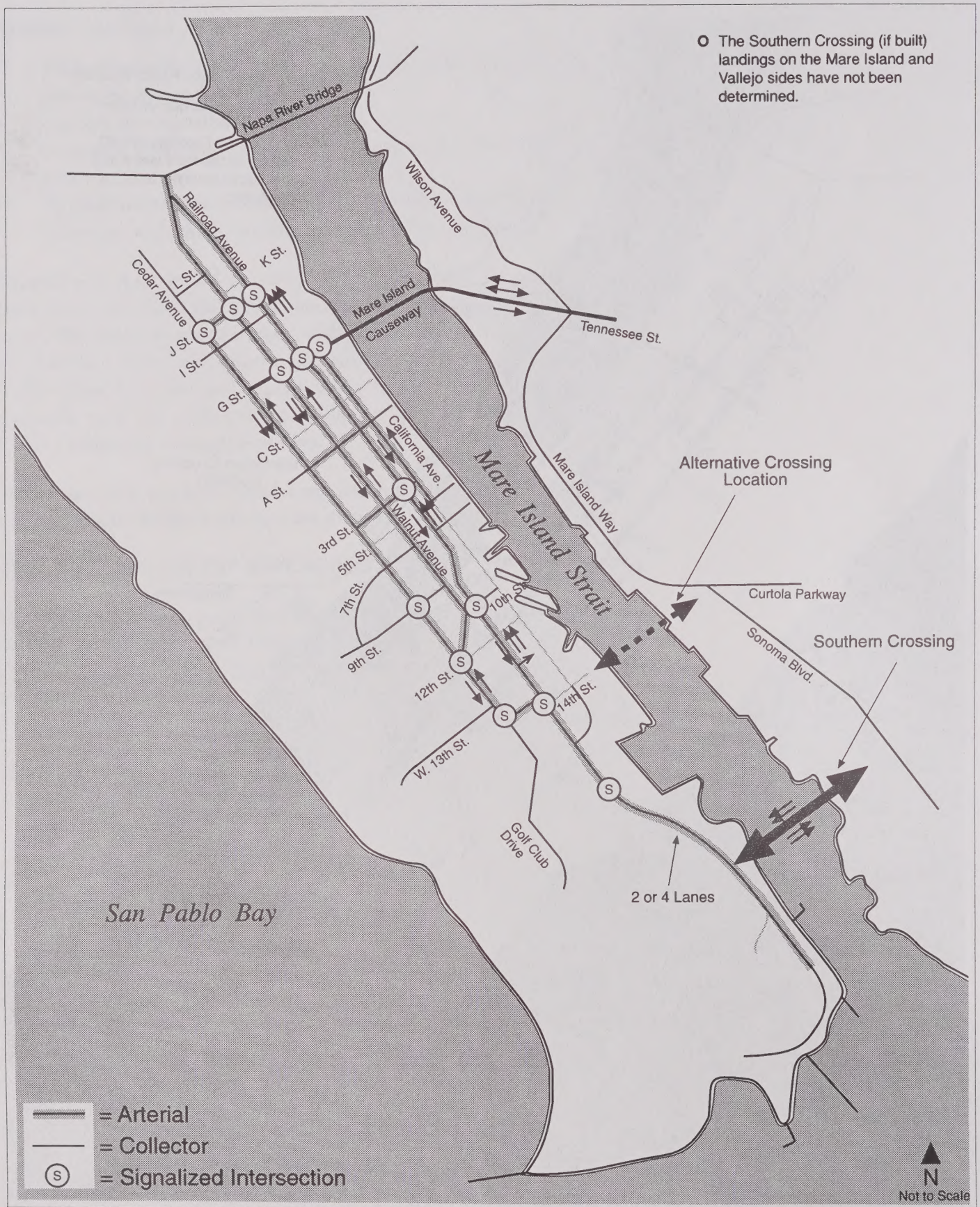


Figure 7-4 Ultimate Street System

Fehr & Peers

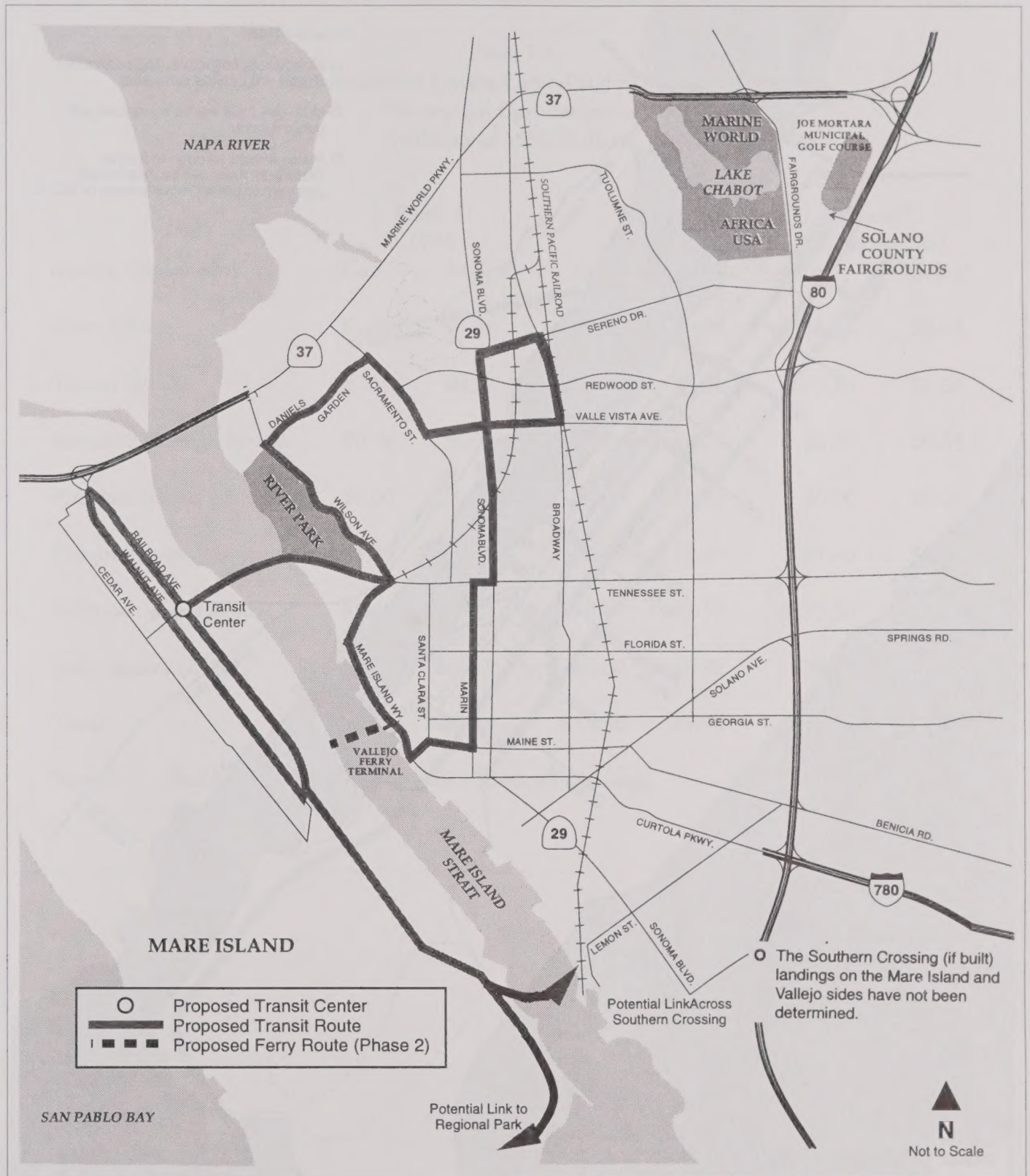


Figure 7-5 Proposed Bus and Ferry Routes

Fehr & Peers

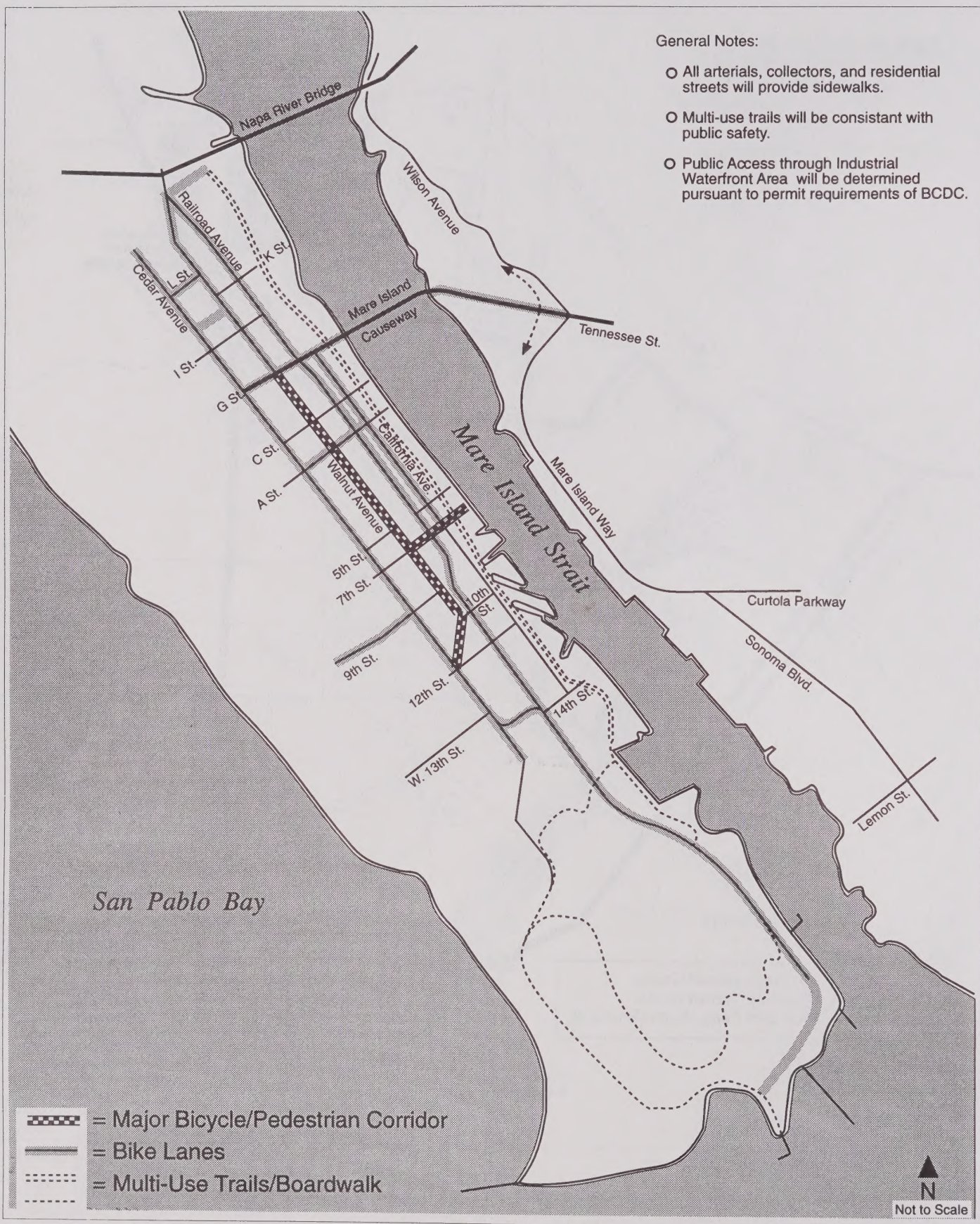


Figure 7-6 Future Bicycle and Pedestrian System

Fehr & Peers

Table 7-1
 Transportation System Capital and Maintenance
 Conceptual Cost Estimates
 (Millions of 1994 Dollars)

System Component	Phase 1 1996		Phase 2 2006		Phase 3 ¹ Buildout (SC)	
	Cap.	Maint/ ²	Cap.	Maint/ ²	Cap.	Maint/ ²
Street System	\$1.60	\$0.36	\$6.00	\$0.54	\$115.85	\$0.62
Transit System	\$2.10	\$0.33	\$2.50	\$0.98	\$3.05	\$1.06
Bicycle/Pedestrian System	\$0.70	\$0.02	\$1.18	\$0.05	\$0.20	\$0.05
Aviation System	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Freight System	\$1.09	\$0.00	\$0.72	\$0.00	\$1.43	\$0.00
Subtotal	\$5.49	\$0.71	\$10.40	\$1.57	\$120.53	\$1.73
Contingency (25%)	\$1.37	\$0.18	\$2.60	\$0.39	\$30.13	\$0.43
Total	\$6.86	\$0.89	\$13.00	\$1.96	\$150.66	\$2.16

Notes: ¹ Buildout (SC) = Buildout with a Southern Crossing.

² Annual Maintenance Costs.

8.0 PARCELIZATION PLAN

The land use plan presented in Chapter 5 divides Mare Island into 13 specific subareas according to expected reuse themes and land use characteristics. That plan will be the management blueprint to guide overall implementation of the Mare Island reuse program.

However, within each of the main land use sub-areas shown on the plan, additional definition may be required of individual parcels or blocks to meet one or more of the following needs: (1) facilitate reuse leasing or property sales, (2) reflect the environmental clean-up effort and express priorities for clean-up of specific parcels, (3) define necessary transportation or utility service corridors between parcels, and/or (4) express variations in expected/allowable land use within an overall subarea as planning and zoning studies proceed.

The City is currently defining a Parcelization Plan to meet these needs. The process of parcelization planning will continue over time as more becomes known regarding market demand for facilities, environmental contamination conditions and other factors. Ultimately, the Parcelization Plan will portray necessary/useful sub-divisions within the main Land Use Plan sub-areas. This parcelization process will be tied to the IDC's database, allowing detailed assessment of individual parcels for lease/sale potential, existing/potential facilities, environmental cleanup status, utility services and other factors. As such, the Parcelization Plan and associated database will be an important management tool for implementing the Reuse Plan.

9.0 HUMAN SERVICES

For much of the past fifty years, the Shipyard has been the largest employer in Solano and Napa Counties, accounting for up to 25,000 direct and indirect jobs. To prepare for the social and human consequences of the Shipyard closing, the Mare Island Futures Group commissioned an assessment of the community impact of the closing. Under the direction of the Human Resources Work Group, a study was conducted to answer two questions: 1) What will be the impact of the closing of the Shipyard on Mare Island employees and their families? and 2) What is the capacity of the health and human service system in Solano and Napa Counties to respond to the needs created by the closing of the Shipyard?

The methods used in the study included a re-analysis of existing demographic, service use and economic data; a review of the literature on plant and base closings; a total of twenty-seven focus groups held with four types of groups (Shipyard workers and their families, local businesses, health and human service providers and community leaders); and a mail survey of workers laid off from the Shipyard in 1990-91 and a series of key informant interviews.

The loss of a region's largest employer could be a significant trauma for the entire community. The region (Solano and Napa Counties) will be especially hard hit. In August 1993, a survey conducted by Solano Economic Development Corporation found only 38 job categories would be open to employ Mare Island workers. This total employment would represent 574 jobs. A large portion of the total jobs, 191, are likely to be offered on a seasonal basis. In this same report, Solano Economic Development Corporation indicated wages will be especially difficult to match. They compared the hourly pay of 17 positions at Mare Island with those in the private sector and found that the shipyard workers will encounter a 36 to 48 percent cut in wages.

A similar survey was conducted by the Napa Valley Economic Development Corporation. They found that approximately eleven percent of the 1,100 Mare Island workers living in Napa County can expect to find jobs in the County. Additionally, it was found that significant numbers of skilled and technical Mare Island workers would find it difficult to find work in their fields. It is therefore anticipated that current Mare Island workers will have to take lesser skill work at lower pay to remain in the area.

California's on-going recession has created rising unemployment and increased demand for emergency services. Aid to Families with Dependent Children (AFDC) participation in Solano County increased by 31% from

1989 to 1993 while Food Stamp use grew 58%. The impact of the past reductions in force is not easily discernible in the region's economic statistics. The unemployment rates in Solano and Napa Counties have not varied significantly from those for the Northern California region and have been slightly better than the state's overall statistics. The majority of Shipyard workers who lost their jobs in previous rounds of layoffs have found employment outside the area. The more significant impact of the Mare Island reduction in force can be found in the permanent loss of civilian jobs in the community.

Population growth in the region will continue at a rapid rate until 2000 and then at a slower rate for the next forty years. Jobs will grow at a much slower rate than population. The California Department of Economic Development projects a 1% growth in Solano County jobs between 1993 and 1997, with most of the new employment in the service and retail sectors, which together will account for 74% of the new jobs created. The projected portrait of the County's labor force has little to offer the skilled work force coming from the Mare Island Naval Shipyard.

A survey was conducted of a non-representative sample of 378 former workers who did not transfer to employment on other Department of Defense (DOD) facilities following their lay off. Of those who responded, 37% have been unemployed since their lay off. Over half (58%) are currently working. Two-thirds reported suffering significant financial hardship as a result of the reduction in force. Forty-four percent reported that their quality of life has declined significantly since their termination. The former employees identified low use of traditional health and human services. Only 15% sought counseling but 35% used employment assistance programs. The primary reliance has been on employment-related income assistance programs (67% received unemployment compensation). Of those surveyed, just over half (54%) said they considered moving out of the area but cited personal and financial reasons for staying.

The service needs of Shipyard workers and their families will be minimal if there are jobs available at comparable income levels. The greater the difficulty in securing employment at a level that allows for maintaining the existing standard of living, the more intense the need for human services. If the re-training and re-use strategies of the Mare Island Futures Group are successful, the primary service needs of the workers and their families will be short-term and transitional. Without suitable employment locally, and lacking the capacity to pursue opportunities elsewhere, the potential for chronic dependency on social services for some laid off workers is high. Assuming that there are employment opportunities for most of the former Shipyard employees, a relatively small group (approximately 15%) will have service needs. These needs will be in the following areas:

- financial planning and counseling
- short-term financial assistance to continue health insurance coverage and housing
- assistance in re-negotiating mortgages and rent payments
- information and referral to specialized services
- prevention and early intervention related to substance abuse
- prevention and early intervention related to domestic violence
- support groups and counseling
- day care while enrolled in re-training or other employment-related programs

If the employment transition process takes more than two years and is only partially successful, the need for services will increase. A greater number of workers (up to 30%) will require the services listed above while up to 10% will have more intensive needs. Among these more intensive service needs will be:

- emergency housing
- emergency food and other subsistence items
- treatment for substance abuse, especially alcohol
- mental health treatment
- family violence treatment and shelters
- access to free or very low cost health care

If redevelopment takes more than five years, and no comparable jobs are available, approximately half the laid off workers remaining in the region are likely to require some combination of these intensive services.

The service use patterns of laid off workers and their families will be determined by their expectations of the service system and the efforts made to use social services provided. Workers hold contradictory beliefs about the human service system. Many believe that a wide variety of services will be available to them when they are in need, ranging from income assistance to mental health counseling. Related to this belief is the perception that they deserve special forms of assistance due to their special status. They do not see themselves as typical human service users.

Many workers view social service programs with disdain. These beliefs suggest that they may seek services only if they are given the treatment they feel they deserve. Being unfamiliar with the service system, they would like special sources of information about special resources. They are unlikely to use traditional services, even if they experience significant needs. If these workers are to be targeted by the existing providers, new methods of access and service delivery must be developed.

According to the information obtained for this analysis, there is little capacity to meet the needs of either Shipyard workers and their families or displaced community members among the region's service providers. Four years of recession have taken a significant toll on the non-profit providers in Solano and Napa Counties. The demand for services has been rising as the resources to meet the needs have declined. Most service providers indicate they do not have the resources to adequately meet the often overwhelming needs of their current clients. The resources to provide a comprehensive, long-term response do not currently exist in the region.

This lack of resources also applies to the need for both affordable and emergency housing services in the local region. These needs have been addressed by the Housing Task Force Report as well as in various sections of the Final Reuse Plan which deal with land use, disposition of property, and the McKinney Act Screening Process.

Another key finding of this study was that the greatest impacts may be felt by the community at large, more so than the direct employees of Mare Island. This impact will manifest itself in both job losses due to the general economic downturn and the human service needs associated with that job loss.

The Human Services study also found that the primary means to satisfy the anticipated increase in human service needs as a result of the closure of Mare Island is through prevention. In other words, expediting the employment retraining process will accomplish more through prevention than increasing the capacity of the human service delivery system possibly could.

This reflects the importance of the interrelationship among the various elements of the Reuse Plan.

A copy of the entire Human Services Resource Group Report is included in Volume III, Attachment 6.3.1.

10.0 RETRAINING

10.1 ASSESSMENT OF RETRAINING NEEDS OF AFFECTED LABOR FORCE

Nature and Extent of Defense Spending Reduction

The closure of the Shipyard in April 1996 will have a devastating short-term impact on the region's economy. During the second World War, Mare Island became one of the largest ship construction and repair facilities in the world, with more than 40,000 employees. More recently, the role of Mare Island has been to modernize, refuel and overhaul the Navy's fast attack nuclear submarines. Repair and overhaul work at the shipyard has declined steadily since the late 1980's as the Navy trimmed its fleet in response to budget cuts. Advanced ship designs needing less maintenance, as well as a shift in the national defense strategy away from nuclear weapons capable of massive destruction toward tactical warfare capability and specialized weapons capable of inflicting limited damage, have reduced the shipyard's military significance and led to elimination of its mission.

According to a 1992 study conducted by the University of California Davis Graduate School of Management, Solano County is home to over 74% of all civilian employees at the Shipyard. These employees represent an annual payroll of over \$184 million. The shipyard has an annual economic impact of over \$517 million in Solano County. Over 200 vendors in Solano County supply the shipyard through competitively bid Department of Defense (DoD) contracts; the loss of these contracts will multiply the effects of the closure until substitute markets are found. The development of new jobs and new businesses to replace the positions and revenue lost through the closure is critical to the region's economy. Residents can expect their standard of living to decline well into the next century.

The recently awarded \$8 million Department of Labor Defense Diversification Program (DDP) grant does not include subcontractors, vendors and regional businesses employees who may lose their jobs as a result of base closure. It is expected that State Rapid Response funds as well as other funding to be identified and accessed will be used to separately survey these workers in the summer of 1994. Services for these employees will be addressed through a later Defense Diversification Program (DDP) application or other Title III funding sources. Given the lead time before shipyard closure, those involved in the project planning have chosen to concentrate Defense Diversification Program (DDP) resources on affected Department of Defense (DoD) civilian personnel. It is assessed that sufficient time is available to provide services to other subcontractor employees in the community.

Layoff and Closing Schedule

In December 1993, all shipyard employees received official Certification of Expected Separation from the Navy that their jobs would be terminated on or before April 1, 1996, with layoffs scheduled to occur in four phases. The first involuntary separations scheduled by shipyard management for March 1994 were postponed after a substantial number of Mare Island Naval Shipyard employees accepted financial incentives to leave voluntarily in lieu of layoff. The most current layoff schedule is as follows:

1994	1,700 workers will voluntarily transition
1995	1,300 workers will voluntarily transition
1996	1,500 workers will voluntarily transition
April 1996	900 workers will receive layoff notices at closure

Although retraining services are proposed under this project for a 24 month period from April 1, 1994, through March 31, 1996 (in keeping with the Defense Diversification Program grant regulations for a maximum project duration of 24 months), a longer project period was planned and determined necessary in order to ensure the full provision of all necessary employment/training services for a period deemed reasonable to effect the successful retraining and placement of Mare Island workers. While a 24-month project is reflected under this proposal, a minimum 36-month project has been determined to provide for the continued reemployment/retraining needs of Mare Island workers. Consequently, an extension of project services for a minimum period of an additional 12 months beyond the regulatory established maximum of 24 months is being requested to be considered and approved under this project.

10.2 ACTION PLAN TO MITIGATE IDENTIFIED NEEDS

Goal/Mission Statement

Consistent with the mission statements of the Retraining Resource Group and the Private Industry Councils (PIC) of Solano and Napa Counties:

"The mission of the Mare Island Reemployment Center is to provide a full range of programs and services to support Mare Island workers in obtaining reemployment. This will include the development of partnerships with numerous agencies and service providers to provide quality support services, training and resources to help workers find and retain fulfilling jobs. To this end, Solano and Napa County PICs have agreed to establish a jointly staffed Reemployment Center at the

Shipyard to exclusively serve Mare Island workers. The primary goal of this new Unit is to provide professional services and financial assistance for retraining (if necessary) to all eligible workers and to assist them in finding suitable reemployment based on their individual circumstance and need."

Objectives and Priorities

The initial phase of the implementation effort will be managed on the basis of the following specific objectives. As the project moves into the next phase of development, following the receipt of DDP funds and in consultation with the appropriate APL-CIO Council, it is expected that many additional objectives will be added. The major anticipated objectives for the initial phase of the retraining effort at this time are:

- To establish the new Mare Island Reemployment Center (MIRC) as the central coordinating agency for delivery of reemployment and retraining services at Mare Island.
- To complete recruitment, hiring and training (Solano and Napa) of professional administrative and program staff for the Center.
- To arrange for and equip office space in Building 755, and to establish offices, install phone/communication systems, obtain equipment and supplies, etc., and house the Unit and its assessment, counseling and training activities.
- To design and develop an integrated process for the flow of services that is efficient, convenient, and expedites customer access to programs, and that builds upon existing base transition resources and avoids unnecessary duplication of services.
- To develop clear policies and procedures to address issues with respect to each step of the client services flow process (in the form of a Standard Operating Procedure Manual), including a grievance procedure for both customers and vendors, and to educate various MI interest groups on the policies and procedures.
- To develop an effective and centralized means for systematically sharing information between PICs, workers and various interest groups, including both written and oral communications, and with the surrounding local communities and media, both print and electronic.
- To establish clear, objective, and competitive policies and processes for screening and procuring training vendor services, including both classroom training and On-the-Job-Training (OJT).

- To identify and promote "fast track" high priority and labor market demand occupations for retraining within a reasonable commuting distance in the Bay Area.
- To implement the full continuum of PIC programs and services at the Shipyard on a pilot, limited initial enrollment basis.
- To identify, recruit, select, and enroll an estimated 150-225 participants, on a "first come, first served" basis, into priority retraining and job search activities for the initial piloting of the programs.
- To develop administrative and fiscal systems to support the program, including detailed policies and procedures for contracting and monitoring vendor services and to establish objective standards and process for ongoing program evaluation and improvement.
- To clarify and define roles and responsibilities of the key partners and to establish a formal oversight and advisory committee process that meets the needs of the PICs to address ongoing policy and programming issues, eliminates conflicts of interest, fosters balanced representation and collaborative relations among vendors, labor and management, and other interest groups, and builds as much as possible upon the existing participatory decision making process at the Shipyard.

The achievement of these objectives is critical not only to the employees of Mare Island themselves, but to the community at large. The skilled human resources at Mare Island are one of the primary competitive advantages outlined in the City marketing program. Furthermore, as mentioned in the previous section regarding Human Services, the effectiveness of the retraining effort is critical to the ability of the overburdened system to continue to deliver needed human services to the community at large.

A copy of the Retraining Resource Group report is included in Volume III, Attachment 6.3.

11.0 PLAN IMPLEMENTATION

11.1 ENVIRONMENTAL REVIEW

Upon acceptance of the Final Reuse Plan by the City Council, the Navy will begin the preparation of the environmental document for the closure and reuse of Mare Island. The Navy is required to complete the environmental review process within one year of receipt of the Final Reuse Plan from the City. The document will be a joint Environmental Impact Statement / Environmental Impact Report (EIS / EIR), and will satisfy the requirements of both the National Environmental Policy Act (NEPA) and the California Environmental Quality Act (CEQA). The EIS/EIR will also report on activities related to other relevant laws, such as the Endangered Species Act and the National Historic Preservation Act. The EIS / EIR is scheduled to be considered by the City Council by August 1995, and, if certified, this document will be used by the City for subsequent capital improvement and land use decisions.

11.2 LAND USE

General Plan

Every city in California is required to have a general plan to guide the physical development of the community by expressing the goals and policies for the distribution and intensity of future land use. Mandatory elements of a general plan include land use, circulation, housing, conservation, open space, noise, and safety. The scope of the plan is to include the area within the city's boundaries, and all development should be consistent with the plan before it can be approved by the city.

While Mare Island is within Vallejo's city limits, it has only briefly been acknowledged in the General Plan because of its status as a federal facility which is exempt from local land use control. It is currently designated as "Employment" on the Land Use Map. Therefore, the City will amend its General Plan to include Mare Island in more detail following the certification of the EIS / EIR and before any land use actions are taken. The amendment will be based on the goals and policies of the Final Reuse Plan while maintaining consistency with the intent of the current goals, policies, and land use designations contained within the City's General Plan.

Possible land use designations for the Island include: Residential (Low, Medium, High), Commercial (Retail, Waterfront), Employment, and Open Space (Community Parks, Wetlands).

Sections of the Plan that could be amended include the following: Vallejo's Role in the Bay Area; Urban Design; Waterfront Development; Business

and Industry; Transportation; Schools and Parks; Public Facilities and Services; Seismic Hazards; Soil Instability; Soil Related Problems; Floodplain Hazards; Noise Hazards; Air Quality; Fish and Wildlife Habitats; and Housing.

Specific Plan

A specific plan is a tool to implement a general plan. Its contents include at a minimum the following elements: the distribution, location, and extent of land uses; distribution, location, extent, and intensity of the infrastructure required to support the land uses; development and conservation standards; and an implementation program to carry out the plan. It also describes the relationship with the general plan.

The City will use the elements of the Final Reuse Plan to develop a specific plan which meets these requirements.

Zoning

The City's Zoning Ordinance includes a type of land use process and zoning district known as "Planned Development". Section 16.112.010 of the Ordinance states:

"The intent of this district is to implement the policies of the Vallejo General Plan which call for the establishment of specific areas where flexibility of design and development of diverse land use is appropriate for the benefit of the city as a whole. These areas will be conducive to creative and experimental methods of land development, including the application of new technologies or the innovative application of existing technologies relating to resource conservation. These areas will also facilitate the development or redevelopment of land which is not being utilized to its best advantage due to special circumstances which prevent its development or redevelopment through the conventional application of the zoning ordinance."

The City will use the Planned Development approach for at least the developed areas and future development areas of Mare Island and create zoning standards and regulations unique to the Island and based upon the elements of the Final Reuse Plan. The Island will be designated with Planned Development zones and the Specific Plan will serve as the Master Plan. Projects will then be developed using the development and conservation standards included in the Specific Plan / Master Plan.

The City may use a traditional zoning district for the conservation areas, such as the wetlands and the regional park. The classification is "RC, Resource Conservation", and it is intended to preserve these areas for open space uses.

11.3 INSTITUTIONAL AND FINANCIAL FRAMEWORK

The reuse of Mare Island will not be feasible without satisfactory completion of a variety of negotiations, preparation of a feasible financing strategy, and creation of the institutions and institutional arrangements necessary to implement the Plan. The components of such an institutional and financial framework are discussed in Volume II, Chapter 4 of the Mare Island Final Reuse Plan.

The most critical of the negotiations are those with the Navy related to responsibility for toxics remediation, infrastructure improvements and support for a portion of recurring services costs during the transition years. Achieving a successful financing strategy depends upon managing and prioritizing infrastructure costs to be proportional to available funding, whether from federal sources, or Island-based real estate activity. The institutional framework that must be developed includes the necessary intergovernmental agreements (e.g., between the City/IDC and special districts) and the establishment of an operating entity for managing and developing Mare Island's real estate assets (i.e., the Island Development Corporation).

12.0 RECOMMENDATIONS AND IMPLEMENTATION ACTIONS

In addition to the broad implementation requirements defined in Chapter 11, the City is preparing a detailed implementation strategy to guide its efforts both during and beyond the time remaining until the Navy's departure from Mare Island. The reuse planning process has identified numerous actions which must be taken to solidify agreements with the Navy and other agencies, better understand the conditions of facilities on the Island, and prepare the Island for civilian reuse. These actions are presented in matrix format on Table 12.1; together, they represent a comprehensive approach to ensuring efficient, responsible and complete transfer of jurisdiction over Mare Island from the Navy to the City of Vallejo.

Table 12-1
Recommendations and Implementation Actions*

Actions and Programs **	Responsibility for Implementation				Timeframe for Implementation				
	City/IDC	Development Applicants/Tenants	Navy	Other (Specify)*	1994	1995	1996	1997	Beyond 1997
3.0 Reuse Considerations									
3.1 Geology									
(a) Building Code Compliance—Existing Structures	■					■	(ongoing)		
—New Development		■							■ (as development occurs)
(b) Design and Upgrading of Utilities	■						■	■	■
(c)(e)(h) Geotechnical Investigations		■						■	■ (as development occurs)
(d) Public Awareness and Preparedness		■				■	(ongoing)		
(f) Structural Survey	■				■				
(g) Design of Foundations		■				■	(ongoing)		
(i) Storm Water Discharge Permit	■					■	(ongoing)		
(j) Erosion and Sedimentation Control	■					■	(ongoing)		
(k) Revegetation After Grading	■					■	(ongoing)		
(l) Stabilization Measures	■					■	(ongoing)		
(m) Levee System Investigation			■			■			
3.2 Floodplain Hazards									
(a) Conformance with Flood Damage Protection Ordinance	■					■	(ongoing)		
(b) Preparation of Flood Insurance Study				(FEMA)		■			
(c) Evaluation of Levee Systems			■			■			
3.3 Vegetation and Wildlife									
(a) Memorandum of Understanding between the Navy and USFWS	■			(USFWS)			■		
(b) Cooperative Agreement for the Conservation and Management of Fish and Wildlife Resources	■		■	(CDFG)			■		
(c) Expansion of National Wildlife Refuge				(USFWS)			■		
(d) Mitigation of Impacts of Ground Power Line	■		■	(USFWS)			■		
(e) Long-Term Solutions to Mosquito Problems	■						■		
3.4 Environmental Contamination									
(a) Completion of EBS and BCP			■		■				
(b) Development of Prioritization Process	■		■		■	(ongoing)			
(c) Resolution of Hazardous Materials Impacts	■		■		■	(ongoing)			
(d) Leasing Options Strategy	■				■	■			
(e) Lead-Based Paint and Asbestos-Containing Materials Surveys			■			■			

* Footnotes and a key to acronyms are contained on the final page of this table.

** Recommendations and implementation actions are cited and numbered according to the Chapter and/or Section of the Final Reuse Plan (Volume II) within which they are discussed.

Table 12-1
Recommendations and Implementation Actions*

Actions and Programs **	Responsibility for Implementation				Timeframe for Implementation				
	City/IDC	Development Applicants/Tenants	Navy	Other (Specify)*	1994	1995	1996	1997	Beyond 1997
(f) Potential Ordnance and Explosives Residue Disposal Areas Surveys			■			■			
(g) Evaluation of Storm Drain Network			■			■			
(h) Develop BMP Program	■							■	
(i) Decommissioning of PCB-Containing Equipment			■			■	■		
3.5 Dredging									
(a) Negotiations with Corps for Channel Dredging	■			(Corps)		■			
(b) Change in Channel Dredging Procedures	■			(Corps)		■			
(c) Retention of Berthfront Dredging Equipment	■		■				■		
(d) Explore Leasing of Dredge Equipment	■					■			
(e) Investigate Dredge Pond Capacity Expansion	■							■	
3.6 Historic Resources									
(a) Adoption of Programmatic Agreement	■		■	(ACHP, SHPO)			■		
(b) Storage of Historic Artifacts	■		■			■	(ongoing)		
(c) Inspection and Preservation of Vacant Buildings	■		■				■	(ongoing)	
(d) Code Compliance	■					■	(ongoing)		
(e) Preparation of Maintenance Plans	■	■					■		
3.7 Archaeological Resources									
(a) Draft Archaeological Resources Inventory			■	(SHPO)		■			
(b) Resources of Traditional Cultural Significance			■	(SHPO)		■			
(c) Preconstruction Archaeological Surveying		■					■	(as new development occurs)	
(d) Archaeological Monitoring during Excavation		■					■	(as new development occurs)	
(e) Report Distribution	■						■	(ongoing)	
(f) Security Program	■		■				■	(ongoing)	
(g) Nomination of Discovered Archaeological Sites	■							■	(as sites are discovered)
3.8 Building Conditions									
(a) Building Condition Survey - Structural, Electrical/Mechanical, ADA Compliance	■				■				
3.9 Equipment Conditions (None)									

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Table 12-1
Recommendations and Implementation Actions*

Actions and Programs **	Responsibility for Implementation			Timeframe for Implementation				
	City/IDC	Development Applicants/Tenants	Navy	Other (Specify)*	1994	1995	1996	Beyond 1997
3.10 Federal Reuse Screening and McKinney Act								
(a) Excess Property Process Integration	■				■			
3.11 Air Quality								
(a) Continuation of Air Quality Compliance and Maintenance	■		■		■	(on-going)		
(b) Implementation of Transportation Recommendations	■						■	(on-going)
3.12 Jurisdictional								
(a) Resolve State Lands Commission Jurisdiction	■			(SLC)	■			
4.0 Economic Feasibility								
4.1 - 4.3 (None)								
4.4 Organizational Framework								
(a) Form the Island Development Corporation (IDC)	■				■			
(b) Appoint IDC Board of Directors	■				■			
(c) Seek tax-exempt status for the IDC	■				■			
4.5 Mare Island Transition Process								
(a) Designate IDC as Vallejo "development authority"	■				■			
(b) Negotiate lease agreements with federal agencies	■				■	■		
(c) Work with the Navy to create master lease and discounted interim leases	■				■	■		
(d) Transfer personal property to IDC	■		■			■		
4.6 Fiscal Impact Analysis								
(a) Secure Navy Funding	■		■		■			
(b) Federal Tenants Services Fee	■					■		
(c) Encourage Revenue Generating Uses	■				■	(on-going)		
(d) Reduce Fire Staff Needs	■						■	
(e) Secure Net Services Costs from IDC	■					■	(on-going)	
4.7 Infrastructure Costs and Financing								
(a) Refine Financing Analysis	■					■		

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Table 12-1
Recommendations and Implementation Actions*

Actions and Programs **	Responsibility for Implementation				Timeframe for Implementation				
	City/IDC	Development Applicants/Tenants	Navy	Other (Specify)*	1994	1995	1996	1997	Beyond 1997
(b) Establish Contractual Commitments Among Agencies	■					■			
(c) Seek Outside Funding	■				■	(ongoing)			
(d) Implement Comprehensive Financing Plan	■						■		
4.8 Operations Analysis									
(a) Refine Building Rehabilitation Assumptions	■					■			
(b) Refine Leasing and Phasing Estimates	■						■	(on-going)	
(c) Coordinate Infrastructure Phasing	■						■	(on-going)	
4.9 Marketing and Disposition Strategies									
(a) Marketing/Interim Subleasing for North Light Industry Area	■				■	(ongoing)			
(b) Bulk Sale of North Light Industry Subarea	■								■
(c) Building-Specific Assessments in Heavy Industry Area	■					■			
(d) Marketing for Interim Subleasing of Heavy Industry Area	■				■	(ongoing)			
(e) Create Historic Ship Repair Facility in Historic District	■		■			■			
(f) Bulk Sale/Lease of Captain's Row/Alden Park	■						■		
(g) Marketing/Interim Subleasing of Golf Course	■						■		
(h) Interim Sublease of Farragut Village/Coral Sea Village	■				■				
(i) Public Benefit Conveyance of Education/Office Area Required by Education Consortium	■		■	(Consortium)		■			
(j) Lease Balance of Education/Office Area	■							■	
(k) Public Benefit Conveyance of Developed Recreation Area	■		■				■		
(l) Public Benefit Conveyance of Regional Park Area	■		■				■		
(m) Disposition of Roosevelt Terrace	■		■				■		
(n) Parcel Sales in Mixed Use Office/Light Industry Area	■							■	■
(o) Lease/Sale of Recreational Facilities in Neighborhood Center Area	■								■
(p) Bulk Sale of Non-Recreational Portions of Neighborhood Center Area	■								■
(q) Bulk Sale of Marina Residential Area	■								■

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Table 12-1
Recommendations and Implementation Actions*

Actions and Programs **	Responsibility for Implementation				Timeframe for Implementation				
	City/IDC	Development Applicants/Tenants	Navy	Other (Specify)*	1994	1995	1996	1997	Beyond 1997
5.0 Land Use									
5.1-5.3 (None)									
5.4 Recommendations and Implementation Actions									
(a) North Light Industry Area Plan	■							■	
(b) Historic District Plan	■								■
(c) Recreation, Open Space and Natural Resources Plan	■								■
(d) Waterfront Plan	■							■	
(e) Neighborhood Center Plan	■								■
(f) Industrial Areas Plan	■							■	
6.0 Infrastructure									
6.1-6.5 (None)									
6.6 Recommendations and Implementation Actions (8)									
6.6.1 Potable Water									
(a) Leak Detection & Pipe Condition Study (9)	■					■			
(b) Review Cross Conn. Control Program (9)	■					■			
(c) Valve & Hydrant Condition Study (9)	■					■			
(d) Storage Tank Evaluations (9)	■					■			
6.6.2 Sanitary Wastewater									
(a) Inflow Infiltration Study (9)				(VSFCD)		■			
(b) Negotiate Transfer of Sewage Service Agreement	■		■				■		
6.6.3 Storm Water									
(a) Negotiate Transfer of NPDES Storm Water Permit	■		■	(RWQCB)			■		
(b) Incorporate M.I. into VSFCD Territory				(VSFCD)			■		
6.6.4 Electrical									
(a) Utility Study (9)	■			■		■			
(b) Negotiate Transfer to New Owner	■		■	■			■		
6.6.5 Gas									
(a) Utility Study (9)	■			■		■			
(b) Negotiate Transfer to New Owner	■		■	■			■		
6.6.6 Telephone									
(a) Utility Study (9)	■			■		■			

* Footnotes and a key to acronyms are contained on the final page of this table.

** Recommendations and implementation actions are cited and numbered according to the Chapter and/or Section of the Final Reuse Plan (Volume II) within which they are discussed.

Table 12-1
Recommendations and Implementation Actions*

Actions and Programs **	Responsibility for Implementation				Timeframe for Implementation				
	City/IDC	Development Applicants/Tenants	Navy	Other (Specify)*	1994	1995	1996	1997	Beyond 1997
(b) Negotiate Transfer to New Owner, incl. AT&T Equipment Agreement	■		■	■			■		
General:									
• System Easement Description and Recordation Noted in Chapter 6 Text Not Included									
• Alternate Utility System Disposition to be Decided Before Implementation Actions can be Defined									
7.0 Transportation									
7.1-7.6 (None)									
7.7 Recommendations & Implementation Actions (8)									
7.7.1 Roadway/Parking									
(a) Mare Island Traffic Analysis & Signal Coordination Study	■					■			
(b) Mare Island Causeway Reconfiguration Study	■		■			■			
(c) Street, Intersection, and Gateway Planning and Design	■					■			
(c) Southern Crossing Planning Study	■			(Caltrans)			■		
(d) Southern Crossing Preliminary Engineering and EIR	■			(Caltrans)				■	
(e) Southern Crossing Engineering and Design	■			(Caltrans)					■
(f) Parking Facility Planning and Design	■			(Private)			■		
7.7.2 Pedestrian/Bicycle									
(a) Waterfront Pedestrian Walkway Feasibility Study	■								■
(b) Mare Island Bikeway and Pedestrian Plan	■								■
7.7.3 Transit									
(a) Multi-Modal Terminal Feasibility Study and Design	■						■		
7.7.4 Ferry									
(a) Mare Island Ferry Plan, Designs and Program	■								■
7.7.5 Rail/LRT									
(a) Mare Island LRT Shuttle Study (if this mode is selected)	■								■
(b) Mare Island Freight Service Feasibility Study	■						■		

* Footnotes and a key to acronyms are contained on the final page of this table.

** Recommendations and implementation actions are cited and numbered according to the Chapter and/or Section of the Final Reuse Plan (Volume II) within which they are discussed.

Table 12-1
Recommendations and Implementation Actions*

Actions and Programs **	Responsibility for Implementation				Timeframe for Implementation				
	City/IDC	Development Applicants/Tenants	Navy	Other (Specify)*	1994	1995	1996	1997	Beyond 1997
11.0 Plan Implementation									
11.1 Environmental Review									
(a) Preparation of EIS/EIR	■		■		■	■			
11.2 Land Use									
(a) Amendment of General Plan	■					■			
(b) Preparation of Specific Plan	■					■			
(c) Zoning	■					■			

* Footnotes and a key to acronyms are contained on the final page of this table.

** Recommendations and implementation actions are cited and numbered according to the Chapter and/or Section of the Final Reuse Plan (Volume II) within which they are discussed.

Table 12-1
Recommendations and Implementation Actions*

Key to Table 12.1 Acronyms

ACHP	Advisory Council on Historic Preservation
ADA	American With Disabilities Act
BCP	Base Clean-Up Plan
BMP	Best Management Practices
BRAC	Base Realignment and Closure (Commission)
Caltrans	California Department of Transportation
CDFG	California Department of Fish and Game
Corps	U.S. Army Corps of Engineers
EBS	Environmental Baseline Survey
EIR	Environmental Impact Report
EIS	Environmental Impact Statement
FEMA	Federal Emergency Management Agency
IDC	Island Development Corporation
LRT	Light Rail Transit
SHPO	State Historic Preservation Office
SLC	State Land Commission
USFWS	U.S. Fish and Wildlife Service
VSFCD	Vallejo Sanitation and Flood Control District

Table 12.1 Footnotes

- (1) Amounts are preliminary, for planning purposes only.
- (2) Costs are associated with building/Site specific studies in preparation for reuse/occupancy; costs will vary by building/site and will be a normal part of reuse/development plan implementation.
- (3) Navy funded action; conducted by the Navy.
- (4) City role to be included in City/IDC staff costs.
- (5) Does not include engineering costs.
- (6) Estimate assumes outside consultants; actual cost depends on capability/availability of City/IDC staff.
- (7) Sales Commission -- Variable.
- (8) Actions listed in Table 12.1 are supplemental to the Capital Improvement and O&M costs/requirements noted in chapters 6 and 7 of the Final Reuse Plan (unless otherwise noted).
- (9) Actions included in CIP described in Chapters 6 and 7 of the Final Reuse Plan.



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 BERKELEY, CA 94720

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